Agricultural Income and Rural Municipal Government in Manitoba

by

H. C. Grant, C. B. Davidson and J. E. Chernick

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The Honourable John Bracken,
Premier of Manitoba.

Sir,

I have the honour to submit herewith a report on Agricultural Income and Rural Municipal Government in Manitoba, being Project No.20 under the Economic Survey, and the twenty-first of a series of reports covering many phases of the economic and social life of the province.

I have the honour to be,

Sir,

Your obedient servant,

H.C.Grant,
Acting Director.

Winnipeg, Manitoba
March, 1939.

AGRICULTURAL INCOME

and

RURAL MUNICIPAL GOVERNMENT IN MANITOBA

-by-

H.C.GRANT, C.B.DAVIDSON, and J.E.SHERNICK

Published by
Manitoba Economic Survey Board
Director C.B.Davidson.
Chief Research Associate H.C.Grant.

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AUTHORS' PREFACE

This study is an attempt to reveal the relationship which exists between agricultural income and rural municipal government in Manitoba. The problems of local government are in many ways no different from those to be found in the provincial and federal sphere. But the relative simplicity of organization and function, and the limitations on sources of tax revenue in local governing units lift the most pressing problems into bold relief and permit of a detailed examination and analysis in a manner not always possible with the more complex structures of provincial and federal finance.

The major difficulty in a study of this nature is the multiplicity of governing units. This would have become an insurmountable barrier to a proper study of the problem if it had not been for the complete and comprehensive data which the Department of Municipal Affairs now compiles and analyses as an aid to the performance of its manifold duties. The authors cannot speak too highly of the cooperation and constructive criticism of Mr. Murray Fisher, K. C., Deputy Minister of Municipal Affairs, and Mr. Jas. Laird, Provincial Municipal Auditor.

We also wish to acknowledge the assistance of the secretaries of rural municipalities who supplied detailed information on tax delinquent land in their jurisdiction.

To all those men we owe a debt of gratitude which we can only inadequately repay with the hope that this study will be of some assistance to them in continuing the successful performance of their duties.

And finally we are most indebted to the Director and staff of the Bureau of Statistics, Ottawa, for a special breakdown of agricultural census data which enabled us to make our analysis on a municipal basis.

CHAPTER I

AGRICULTURAL INCOME IN MANITOBA

In the work of the Economic Survey several basic projects in connection with agriculture have been carried out. An appraisal of the economic condition of agriculture, however, is not complete without a more detailed reference to agricultural income. Agriculture still remains Manitoba's largest industry - the industry which directly and indirectly most affects a substantial proportion of the people of this province.

In the Canadian economy no factor is of more significance or of greater national concern, than the economic position of agriculture. Nor can there be a better indicator of national well-being than the success or failure of farm operations to yield a reasonable return to those who produce wealth from the soil.

It is very difficult to ascertain the position of agriculture at a given point of time as far as Manitoba or western Canada is concerned. Relatively, Manitoba and western Canada in their present state of development, are pioneer areas. The agricultural history of Manitoba reveals the basic fact that, as an industry, agriculture has never known settled and stable conditions for any length of time. Just prior to the opening, and during the first decade of the present century, a vast agricultural development was taking place in western Canada. Railroad construction, immigration, settlement and increased production made for a buoyant economy. New capital flowed freely into the west and established a rate of growth which for a short time was phenomenal.

Just as agriculture in Manitoba was about to consolidate the progress made during the period of settlement, to eliminate uneconomic development, and to reach out for a permanent agricultural economy, the World War took place. Instead of experiencing an era of readjustment and consolidation, Manitoba along with western Canada, was thrown into a period of strenuous productive effort, and in the latter years of the war expansion and expenditures were based upon wartime prices for grains and other farm products. The hysteria of settlement was followed by the fever of war-time inflation.

Then came the relapse; the recoil from all that transpired in pre-war and war years and the shattering effect of the collapse of war-time prices, inflated land values and economic expansion of those years. After three or four years of uncertainty and some degree of readjustment, Manitoba, along with other parts of western Canada, was again thrown into a period of expansion — the effects of the North American Boom which lasted from 1925 to 1930. Judging by what the west has since experienced, those were good years in Manitoba, and agriculture made progress.

The collapse which occurred in 1929-30 was foreseen by only a few. Wheat prices declined to the lowest point of which we have significant record. A large part of this decline was coincident with and caused by the world wide depression in business. On top of those phenomena was a growing over-expansion of wheat acreage which should have been recognized but was not until the enormous world crops of 1928 were harvested. As a matter of fact there were people in the public life of western Canada who were prophesying increased prosperity to the

prairie provinces on the basis of a wheat acreage expanded to produce 1 billion bushels.

Thus changes and economic upheavals came with such rapidity that adjustments could not be made. Indeed it was impossible to conceive of any "norm" to which adjustments could be made as far as agriculture in Manitoba was concerned. Looking back over the past forty years there is really no time where one can find a period which might be called "normal": no period in which agriculture operated under relatively stable conditions, or in which the economic position or future of western agriculture could be properly evaluated. The country was settled and became a great surplus food producing area during four decades. During the latter part of this period and over the greater part of the world there was great instability of monetary and commercial policies and unpredictable reversals of trend in international capital movements.

It could not have been otherwise than that these events, which we experienced as a country during the span of a single lifetime, should have been reflected in widely varying economic conditions as the currents of world affairs changed their pace and direction.

Uncertainty and Instability

The uncertainty and instability of agriculture is the fundamental force influencing the total economy of Manitoba. This instability results from three things:-

(1) Dependence on foreign markets
(2) Variations in climate
(3) Variations in soil and its economic use

Dependence on Foreign Markets

The basic characteristic of western agriculture is its dependence upon foreign markets. What is true of western Canada is true of Manitoba. Production of grains, livestock and livestock products in Manitoba is probably less than the total Canadian demand for these products, but when Manitoba's production is combined with that of Saskatchewan and Alberta, western Canada becomes a great exporting area in which the production of most of the main products far exceeds the absorptive capacity of the Canadian market. The principal contact of Manitoba and other western provinces with international markets takes place in connection with wheat, oats, barley, rye, cattle and hogs. International price levels largely determine values of those products to the western farmer.

From the national standpoint, the fact that western Canada has large surpluses of agricultural products for export is an advantage - an advantage which has played no small part in the economic development of the nation and has permitted the expansion which has taken place in secondary industries. Agricultural exports have, year in and year out, brought new capital for the Canadian nation as a whole, and were, and are, a particularly significant factor in carrying the external debt of the country. At times this export position has been advantageous to the west and to agriculture generally. Needless to say, the advantages of this position manifested themselves especially at such times as international prices were remunerative to western agriculture. At other times this dependence upon foreign markets has brought certain disadvantages, largely experienced when international

price levels became unprofitable. Thus the flow of wheat from Manitoba and western Canada acts as a conductor which transmits to Manitoba and western Canada all the stresses and strains of political and economic conditions prevailing in other countries. In many respects, western Canada is a barometer which reflects economic, political and social developments in the world at large, as these developments act and react upon the flow of wheat from Canada to other countries.

It may be said commercially speaking, that western Canada is part of Europe. Western Canada cannot live unto itself and will not survive without free access to the great consuming markets of western Europe. Western Canada has no choice. There is no discernible destiny for us other than that of being a surplus food producing area. Regional policies must be directed towards the conservation of our resources and their most productive and economic use. National policies should be directed towards minimizing the instability of western agriculture which comes to us from without, from conditions beyond our own control, from decisions and policies in whose making Canada has no voice.

Climate and Soil

In addition to the instability of western agriculture resulting from a major dependence upon international markets, there is also another factor making for instability which arises from the natural conditions which surround agriculture in western Canada.

In western Canada agriculture is carried on under climatic conditions which are not conducive to steady yields. It is based upon a minimum of precipitation, ranging from an average of 14 inches in some parts of western Canada to as high as 20 inches in others. In Ontario agriculture is carried on under vastly different conditions

with annual precipitation ranging as high as 36 inches in the Ottawa Valley. As a result of the relatively light rainfall on the average in the prairie area, any slight departure from average precipitation is likely to produce wide variations in yield. In fact, it is only necessary to examine the data on yields of wheat in the prairie provinces over a period of years to realize the uncertainty which surrounds grain production. Any wide departure from normal rainfall will produce extremely serious conditions if that departure is on the low side. We have had evidences of this condition in recent years when drought played havoc with production over large areas in southern Saskatchewan and for a number of seasons brought disaster to parts of south-western Manitoba.

TABLE I

Average Yields of Wheat - Manitoba - 1926 to 1937

(Bushels per acre)

Year	Average Yield
1926	22.6
1927	14.0
1928	19.7
1929	12.4
1930	20.3
1931	10.7
1932	16.6
1933	12.9
1934	14.6
1935	9.0
1936	10.2
1937	16.7

Since 1926 the average yield of wheat in Manitoba has ranged from 22.6 bushels per acre in 1926, to as low as 9 bushels per acre in 1935. These variations in yield reflect the climatic conditions which were

experienced and which resulted in wide variation in volume of production.

Thus it may be said that from the production standpoint, climatic conditions are such in Manitoba as to produce wide variations in yield and, therefore, introduce a further element of instability into our agricultural economy. Manitoba is not subject to as wide variations in annual precipitation, and in resulting yields, as is Saskatchewan or Alberta. However, the fact remains that climate has and will have a very significant bearing upon crop production in Manitoba with consequent instability of productivity and income.

Within the province as a whole there are variations. The provincial average yield for wheat does not indicate variations which prevail in local areas within the province. In order to show those local variations and to demonstrate again the degree to which production varies from year to year, the following table is included.

TABLE 2

Average Yields of Wheat by Crop Districts
Manitoba - 1926 to 1937
(bushels per acre)

Crop District	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937
1	23.1	16.7	20.7	11.9	13.7	1.7	12.0	3.5	1.1	9.5	4.3	12.4
2	24.7	15.6	21.7	10.9	19.9	6.5	17.3	11.8	9.6	8.1	7.0	16.1
3	22.6	10.7	16.1	13.1	18.6	13.6	16.8	14.2	19.6	11.4	13.2	21.2
4	22.6	10.8	21.8	15.0	16.9	15.7	17.0	14.5	21.7	12.5	14.8	22.0
5	23.7	11.0	21.5	14.0	18.9	18.3	16.2	14.8	24.6	11.6	17.4	23.2
6	16.5	11.0	16.3	12.9	16.6	14.9	17.6	14.2	19.5	9.9	11.1	18.4
7	22.5	16.5	21.0	12.7	17.6	7.5	19.4	12.2	11.8	7.3	8.7	11.9
8	23.4	11.1	20.8	11.3	17.2	9.9	18.3	13.2	14.2	6.2	11.5	15.2
9	18.5	10.8	20.5	11.2	16.2	11.5	20.6	14.7	18.2	6.0	14.1	18.8
10	22.5	18.5	21.6	13.8	18.1	14.6	23.9	18.7	17.6	6.7	16.4	11.7
11	18.6	11.5	19.2	12.8	16.5	19.2	20.1	19.6	18.3	10.9	15.8	15.8
12	13.9	11.4	19.9	12.8	16.9	15.9	19.9	15.4	18.5	9.0	14.4	19.0
13	23.6	14.0	20.4	18.3	18.5	22.0	21.3	24.4	22.5	15.6	21.0	14.6
14	17.0	10.6	17.8	12.1	16.1	22.2	20.4	22.0	19.2	9.7	14.6	14.7
Prov.	22.6	14.0	19.7	12.4	17.7	10.7	16.6	12.9	14.6	9.0	10.9	16.7

As clearly shown from the foregoing table, Manitoba has regional problems in respect to her agriculture; problems associated with local rainfall and other climatic factors and varying types of soil. These regional problems will be dealt with more fully in ensuing chapters.

Variations in Soil and its Economic Use

As previously pointed out, Manitoba like other parts of western Canada, was settled rapidly and with little knowledge of matters pertaining to soil and climate; knowledge which could only come with experience and research in dealing with these natural conditions. Now after forty years of agricultural development, and after a considerable amount of study of the soil conditions in Manitoba, it is apparent that some areas are pushing themselves forward on the basis of a very productive and lasting soil. Other areas into which agriculture has expanded are not similarly progressive and this situation is reflected in present regional differences of production and income.

Generally speaking the people of this province have not taken a great deal of interest in soil conservation. During the years that lie ahead, cooperative action on the part of farmers and governmental agencies will be necessary in the general interest of making the best use of the soil resources of the province. In the years that lie ahead such action will have the effect of improving the economic status of areas which at the present time are not producing as much, or as regularly as might be expected.(1)

The following data indicate the inherent instability of agriculture in Manitoba. Table 3 and Figure 1 show the average value of an

(1) The climate of Manitoba and the soils of Manitoba are studied in special reports published by the Economic Survey Board.

VALUE OF AVERAGE ACRE OF WHEAT

MANITOBA 1908-1937

(AVERAGE YIELD PER ACRE MULTIPLIED BY AVERAGE FARM PRICE OF WHEAT)

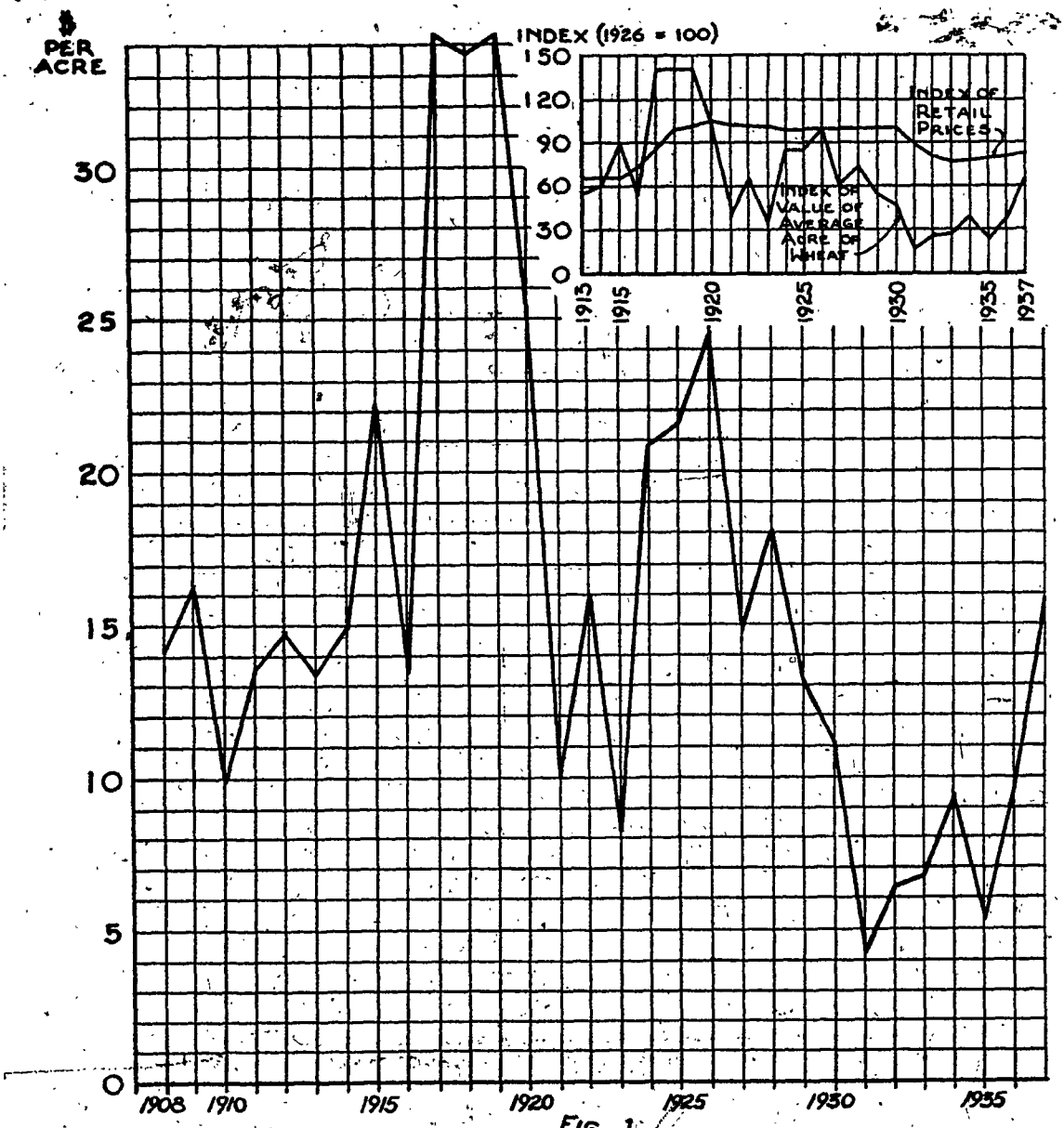

FIG. 1

acre of wheat, based upon the yearly average farm price of wheat and the average yield per acre of wheat in Manitoba from 1908 to 1937.

TABLE 3

Average Value of an Acre of Wheat - 1908 to 1937

Year	Value per Acre
1908	$ 14.11
1909	16.36
1910	9.92
1911	13.60
1912	14.87
1913	13.49
1914	14.95
1915	22.32
1916	13.41
1917	34.44
1918	33.78
1919	34.32
1920	25.44
1921	10.19
1922	16.02
1923	8.24
1924	20.96
1925	21.59
1926	24.63
1927	14.84
1928	18.12
1929	13.14
1930	11.17
1931	4.39
1932	6.31
1933	6.71
1934	9.49
1935	5.49
1936	9.28
1937	16.20

Gross Farm Income in Manitoba

The simplest and most direct measurement which can be applied to farm income in Manitoba is that of the gross annual agricultural revenue as compiled by the Dominion Bureau of Statistics. The following table shows this income from 1926 to 1937.

TABLE 4

Gross Agricultural Revenue - 1926 to 1937
(In Millions of dollars)

Year	Revenue
1926	146
1927	124
1928	155
1929	119
1930	89
1931	50
1932	50
1933	58
1934	71
1935	59
1936	78
1937	121

It will be noted that gross agricultural revenue in Manitoba in 1926 amounted to $146,000,000 and ranged from a low of $119,000,000 to a high of $155,000,000 in the four years from 1926 to 1929. Commencing in 1929 agricultural income in Manitoba began to decline and in four drastic cuts of approximately $30,000,000 per year, declined to $50,000,000 in 1931 and 1932. During 1931, 1932 and 1933 gross agricultural income in Manitoba remained at exceedingly low levels, a slight upturn being noted in 1933. However, improvement took place in 1934, only to recede again in 1935 when Manitoba experienced an epidemic of wheat rust. In 1936 there was a substantial improvement in agricultural revenues and, of course, a remarkable improvement in 1937, when climatic conditions were such as to give Manitoba an excellent crop of grains. In the same season there occurred almost total destruction of the Saskatchewan wheat crop, and a very small crop in Alberta. The combination of a large volume of production in Manitoba and a relatively favourable price resulted in the best farm income situation which the province had

experienced since 1928. Incidentally, the peculiar combination of circumstances which produced large agricultural revenues in Manitoba in 1937 is not likely to be repeated, and consequently it was not at all surprising to see a very substantial decrease in the agricultural revenues of Manitoba in 1938 as compared with 1937.

Figure II which appears on the following page, shows gross agricultural revenues from 1926 to 1937.

Indexes of Gross Agricultural Revenue

The trend of gross agricultural revenues in Manitoba may be appraised more easily by reference to the following table which shows the index of gross agricultural revenues from 1926 to 1937.

TABLE 5

Index of Gross Agricultural Revenue - 1926 to 1937

Year	Index 1926 = 100
1926	100.0
1927	84.9
1928	106.2
1929	81.5
1930	60.9
1931	34.2
1932	34.2
1933	39.7
1934	48.6
1935	40.4
1936	53.4
1937	82.9

It will be observed from the above table that with gross agricultural revenues in 1926 being equal to 100, the index fell from 106.2 in 1928 to 34.2 in 1931 and 1932. In other words, within a period of three years, gross agricultural income in Manitoba declined to about one-third of its level in 1926, and less than one-third of its level in 1928

GROSS AGRICULTURAL REVENUE

MANITOBA 1926-1937

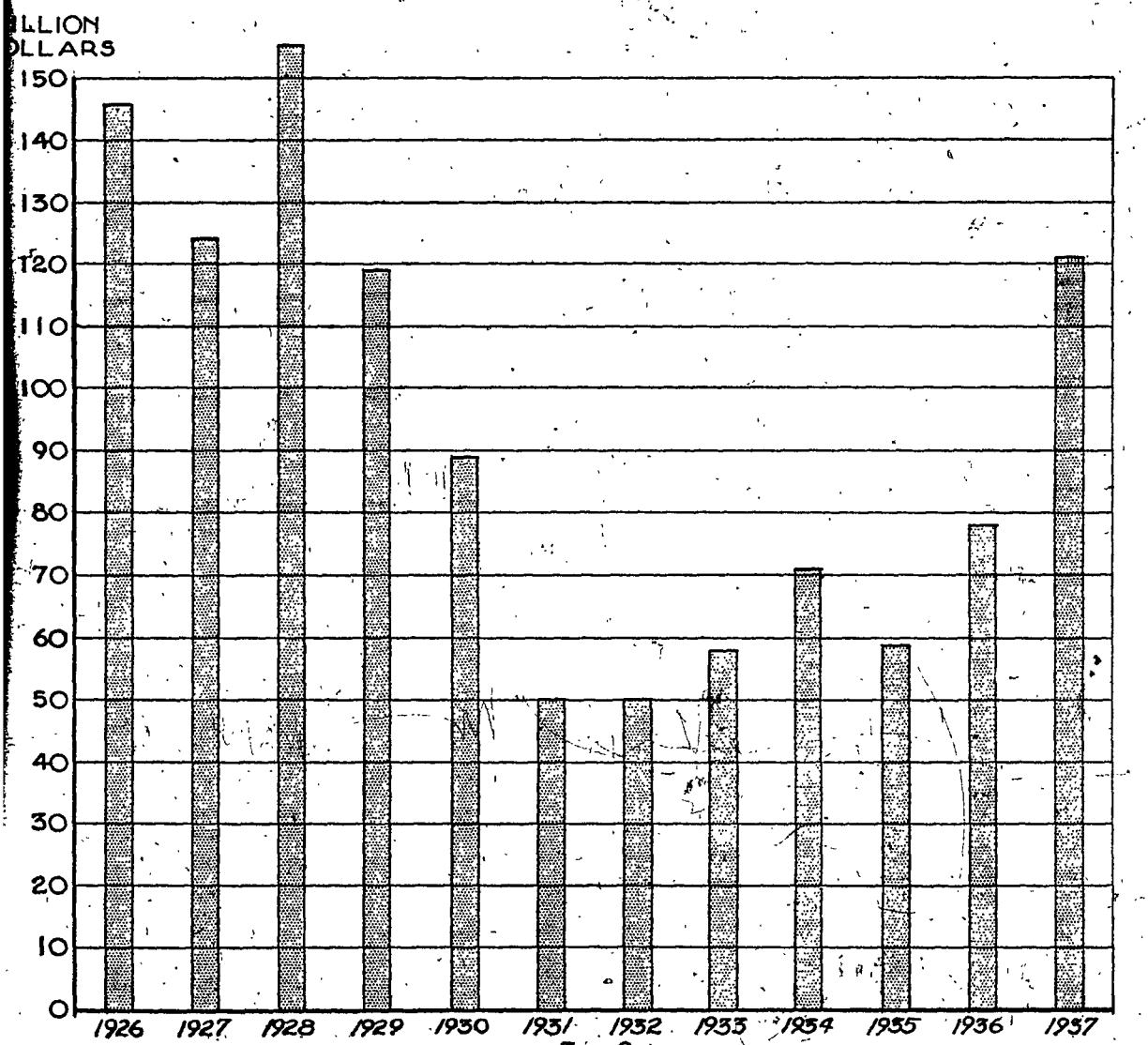

FIG. 2

and remained at this low level for a period of two years. Only a very slight improvement occurred in 1933, the index advancing to 39.7. By 1934, however, evidences of recovery were noted, with the index rising to 48.6; it then fell sharply again in 1935 owing to the crop disaster of that year. In 1936 improvement was again evident, the index rising to 53.4; gross agricultural revenue amounting to slightly more than one-half of the 1926 level. The fortuitous circumstances already described in connection with the 1937 season produced a sharp increase in agricultural revenues in Manitoba, and the index advanced to 82.9 or slightly better than the level of 1929. Judging by preceding years, 1937 was a relatively good year as far as farm revenues were concerned in Manitoba, and one in which agriculture as an industry, insofar as it is related to wheat growing, experienced prosperity.

Gross Agricultural Revenue by Sources

Agriculture in Manitoba secures its revenues from a fairly wide variety of farm activities. In describing farm revenues in Manitoba it is therefore advisable to sort out these economic activities from the industry as a whole, insofar as such a sorting out process is practical. The following table shows gross agricultural revenue of Manitoba from 1926 to 1937 broken down into its constituent parts:

TABLE 6

GROSS ANNUAL AGRICULTURAL REVENUE BY MAJOR SOURCES, 1926 to 1937
(Thousand dollars)

	1926	1927	1928	1929	1930	1931
Field Crops	111,937	82,280	113,492	78,919	52,975	24,847
Farm Animals	10,556	13,044	14,172	14,367	11,846	6,911
Wool	114	129	163	162	120	60
Dairy Products	15,924	17,781	17,597	14,404	12,974	11,198
Fruits & Vegetables	1,542	1,609	1,567	1,464	1,644	1,281
Poultry and Eggs	5,645	7,210	7,272	8,920	7,998	4,600
Fur farming	118	367	335	374	263	195
Clover & Grass Seed	29	195	103	40	184	87
Honey	528	960	751	822	910	516
	146,393	123,575	155,452	119,472	88,914	49,695

	1932	1933	1934	1935	1936	1937
Field Crops	31,937	35,653	49,761	34,944	50,401	90,930
Farm Animals	4,468	6,308	6,568	7,301	9,058	9,797
Wool	28	89	82	95	140	122
Dairy Products	8,751	10,796	9,848	10,599	11,701	13,362
Fruits & Vegetables	986	1,612	1,295	1,894	1,313	1,662
Poultry and Eggs	3,395	2,866	2,946	3,538	3,626	3,643
Fur farming	166	274	272	402	561	656
Clover & Grass Seed	50	45	70	131	110	457
Honey	412	353	476	464	749	624
	50,193	57,996	71,318	59,368	77,659	121,253

It is sufficient to note that field crops constitute the most important factor in farm revenues in Manitoba, followed by dairy products, farm animals, and poultry and eggs, in the order mentioned. Other branches of agriculture produce relatively small revenues in relation to the industry as a whole. Further comment will be made upon these basic statistics in the form of two tables which follow.

GROSS ANNUAL AGRICULTURAL REVENUE

MANITOBA

(BY COMMODITIES)

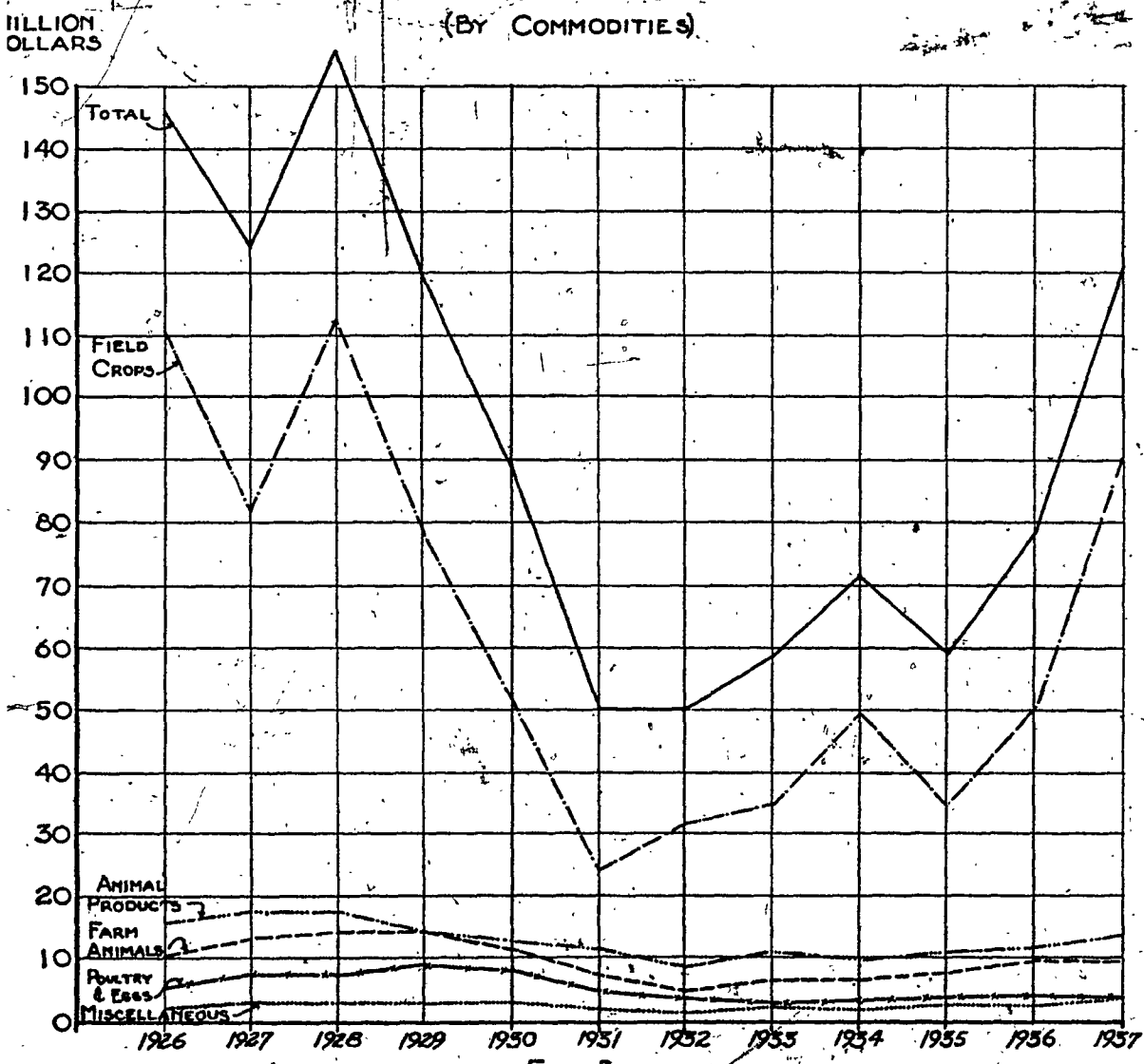

FIG. 3

Indexes of Gross Agricultural Revenue

The following table and Figure 4 show indexes of gross agricultural revenue from 1926 to 1937:

TABLE 7

Indexes of Gross Agricultural Revenue, Manitoba, 1926-1937

	1926	1927	1928	1929	1930	1931
Field Crops	100.0	73.5	101.4	70.5	47.3	22.2
Farm Animals	100.0	123.6	134.3	136.1	112.2	65.5
Wool	100.0	113.2	143.6	142.1	105.3	52.6
Dairy Products	100.0	111.7	110.5	90.5	81.5	70.3
Fruits & Vegetables	100.0	104.3	101.6	94.9	106.6	83.1
Poultry & Eggs	100.0	127.7	128.8	158.0	141.7	81.5
Fur farming	100.0	311.0	283.9	316.9	222.9	165.3
Clover & Grass Seed	100.0	672.0	355.2	137.9	634.5	300.0
Honey	100.0	181.8	142.2	155.7	172.3	97.7

	1932	1933	1934	1935	1936	1937
Field Crops	28.5	31.8	44.5	31.2	45.0	81.2
Farm Animals	42.3	59.8	62.2	69.2	85.8	92.8
Wool	24.6	78.1	71.9	83.3	122.8	107.0
Dairy Products	55.0	67.8	61.8	66.6	73.5	83.9
Fruits & Vegetables	63.9	104.5	84.0	122.8	85.1	107.8
Poultry & Eggs	60.1	50.8	52.2	62.7	64.2	64.5
Fur farming	140.7	232.2	230.5	340.7	475.4	555.9
Clover & Grass Seed	172.4	155.1	241.4	451.7	379.3	1575.9
Honey	78.0	66.9	90.2	87.8	141.9	118.2

As would normally be expected, the variations in agricultural income in Manitoba on the basis of individual branches of agriculture vary somewhat more drastically than do the indexes of agricultural revenues as a whole. The index of gross revenues from field crops declined from 100 in 1926 to 22.2 in 1931, this being the most drastic decline recorded in any branch of agriculture in Manitoba. Receipts from farm animals, after enjoying a very favourable period from 1927 to 1929, declined sharply in

INDEX OF ROSS ANNUAL AGRICULTURAL REVENUE

MANITOBA

INDEX 1926 = 100

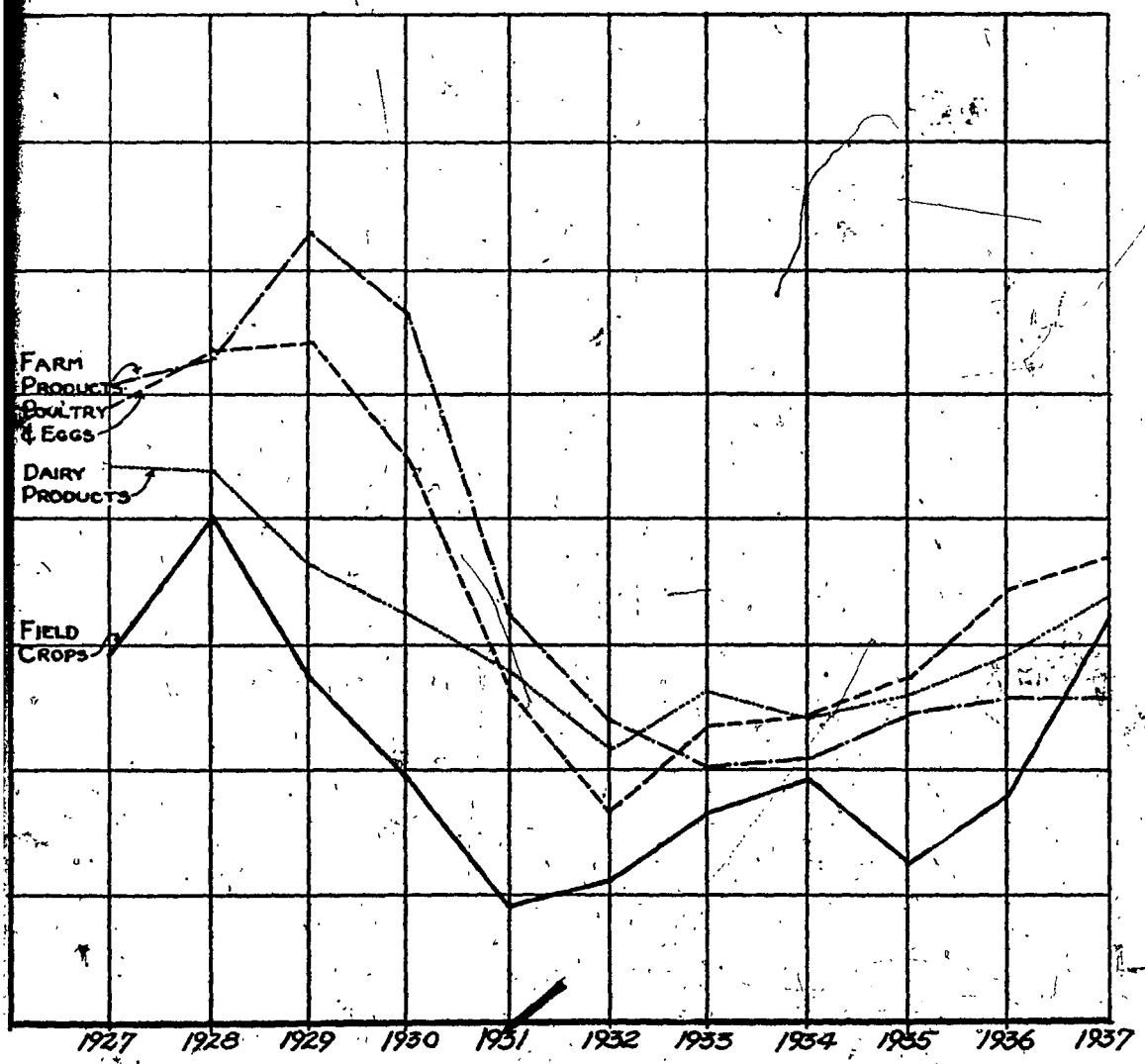

FIG. 4

1930 and 1931, reaching a low point of the depression in 1932 when the index stood at 42.3. Revenues from dairy products, while not enjoying the same relative prosperity as revenues from farm animals during the years from 1927 to 1929, declined less drastically than did the income from farm animals, reaching a low point of 55.0 in 1932. Farm receipts from poultry and eggs, very buoyant between 1927 and 1930, declined sharply in 1931 and 1932, reaching a low point of the depression in 1933, when the index stood at 50.8. The trend of farm revenues from wool, after a buoyant series of years from 1927 to 1930, declined sharply in 1931 and 1932, the index standing at only 24.6 in the latter year.

The items of fruits and vegetables (mainly vegetables), fur farming, clover and grass seed, and honey, stand out in bold relief. In general those were enterprises which were rapidly developed during the depression years, and in which the volume of production played a distinct part in holding up farm income in the face of the general price situation. In response to increased production and the improvement in prices during recent years, revenues from vegetables, fur farming, clover and grass seed, and honey have pushed themselves to a much higher level than was experienced in 1926. These might be considered industries which represent alternatives to which farmers might turn to improve their financial condition when the depression reduced income from grain growing.

In order to fully appreciate the trends in respect to farm revenues as shown in the foregoing table, it is necessary to allocate each of the lines of production its proper position in relation to agricultural

revenue as a whole. The following table and Figure 5 show estimated gross agricultural revenue of Manitoba from 1926 to 1937, each item being shown in per cent of the total revenue for each year.

TABLE 8

Gross Agricultural Revenue by Source in Per Cent of Total

1926 - 1937

	1926	1927	1928	1929	1930	1931
Field Crops	76.46	66.58	73.00	66.05	59.57	50.00
Farm Animals	7.21	10.56	9.12	12.03	13.32	13.91
Wool	.08	.10	.10	.14	.13	.12
Dairy Products	10.88	14.39	11.32	12.05	14.59	22.53
Fruits & Vegetables	1.05	1.30	1.01	1.23	1.85	2.58
Poultry & Eggs	3.86	5.83	4.68	7.47	9.00	9.26
Clover & Grass Seed	.02	.16	.07	.03	.22	.18
Fur farming	.08	.30	.22	.31	.30	.39
Honey	.36	.78	.48	.69	1.02	1.03
	100.00	100.00	100.00	100.00	100.00	100.00

	1932	1933	1934	1935	1936	1937
Field Crops	63.63	61.47	69.77	58.86	64.90	74.99
Farm Animals	8.90	10.88	9.21	12.30	11.66	8.08
Wool	.07	.15	.11	.16	.18	.10
Dairy Products	17.43	18.62	13.81	17.85	15.07	11.02
Fruits & Vegetables	1.96	2.78	1.82	3.19	1.69	1.37
Poultry & Eggs	6.76	4.94	4.13	5.96	4.67	3.00
Clover & Grass Seed	.10	.08	.10	.22	.15	.38
Fur Farming	.33	.47	.38	.68	.72	.54
Honey	.82	.61	.67	.78	.96	.52
	100.00	100.00	100.00	100.00	100.00	100.00

It will be noted that field crops are the predominant factor in agricultural revenues in Manitoba. In 1926, field crops provided 76.46 per cent of total gross agricultural revenue for Manitoba. The part played by field crops declined fairly steadily from 1926 to 1931, constituting in the latter year only 5o per cent of total farm revenues. Field Crops have been reasserting their basic importance in Manitoba in

GROSS ANNUAL AGRICULTURAL REVENUE BY MAJOR SOURCES

MANITOBA
IN PERCENT OF TOTAL

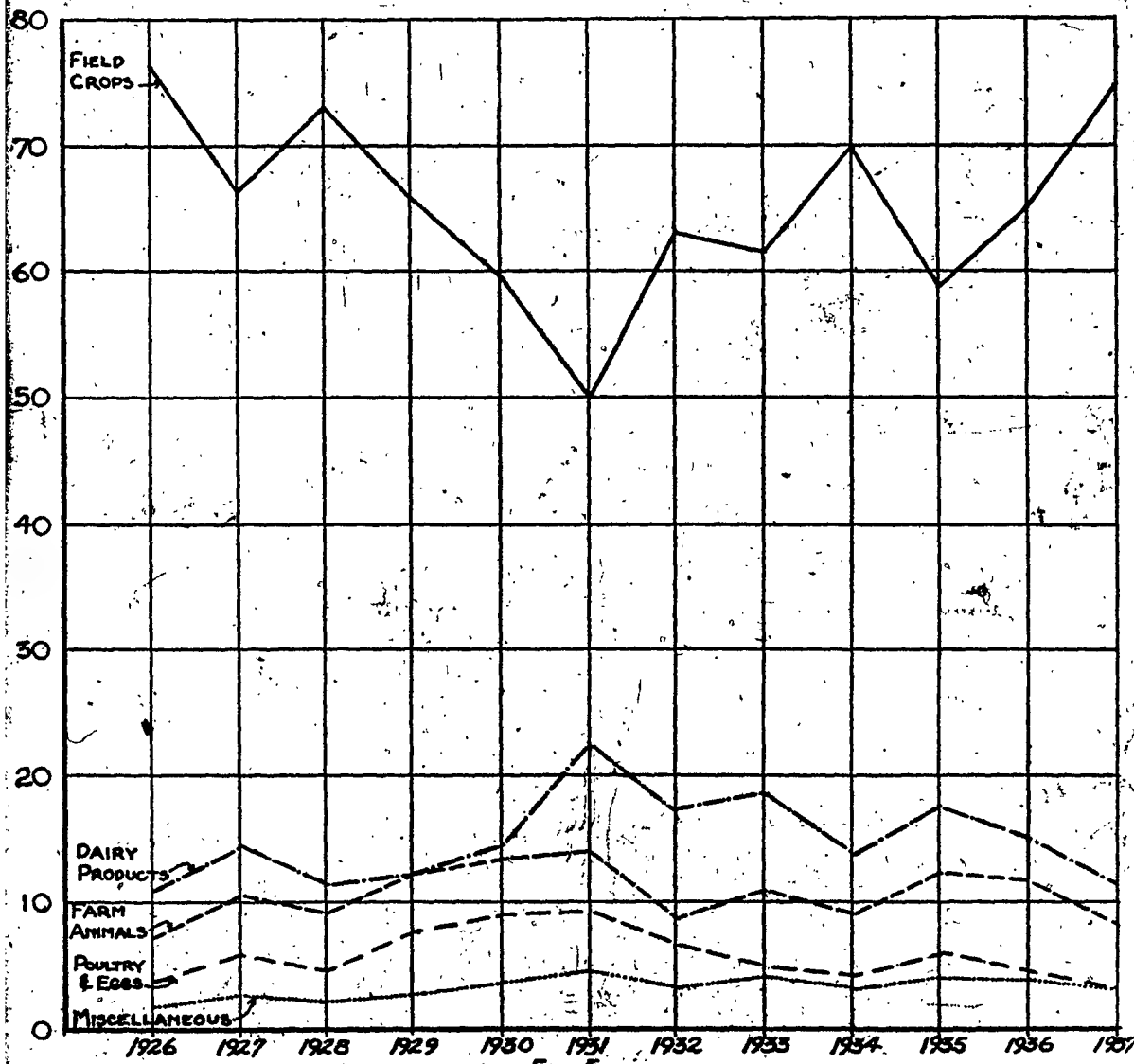

FIG. 5

recent years. In 1937 they provided 74.99 per cent of the total gross agricultural revenues in Manitoba and occupied practically the position they occupied in 1926. The relative decline of the field crops from a revenue standpoint in 1930 and 1931 was due to a relatively greater decline in price than was evidenced in other lines of production. Varying yields were another factor.

Receipts from farm animals have followed just about the opposite trend as compared with receipts from field crops during the past twelve years. Such receipts amounted in 1926 to 7.21 per cent of gross agricultural revenue, increasing to 13.91 per cent in 1931, falling to 8.08 per cent in 1937. Receipts from dairy products followed very much the same trend. The gross revenue from dairy products advanced from 10.88 per cent in 1926 to 22.53 per cent in 1931, and again receded to 11.02 per cent in 1937. The percentage of total agricultural revenue which came from poultry and eggs increased from 3.86 per cent in 1926 to 9.26 per cent in 1931, and declined steadily down to 3 per cent in 1937.

The percentage distribution of gross agricultural revenue in Manitoba as shown in the foregoing table indicates that the severest decline in farm income was in field crops. This gave greater relative importance to revenues from those minor enterprises which were not affected to the same extent by price declines and variations in yield. It is important to note that those farm income sources which have shown such a remarkable degree of expansion in recent years, still constitute a relatively small factor in the total agricultural revenues of the province.

Cash Receipts for Farm Products in Manitoba

Heretofore we have been discussing agricultural income in terms of gross agricultural revenues, or the total value of agricultural production. Needless to say all agricultural production does not represent cash receipts for the farmer. In other words, the farmer receives in cash substantially less than the gross value of his production, and it is important that data be included in this report which will indicate the extent of, and the trend of actual cash receipts of farmers in Manitoba.

For this purpose we are including statistics compiled and made available to us by Mr. J. B. Rutherford of the Dominion Bureau of Statistics, dealing explicitly with "receipts from the sale of principal farm products - 1926 to 1937".(1)

TABLE 9

Farm Income in Manitoba, 1926 to 1937
(In Thousands of Dollars)

Year	Total Income
	$
1926	86,717
1927	76,006
1928	79,420
1929	70,043
1930	45,573
1931	29,317
1932	27,175
1933	30,426
1934	41,792
1935	33,671
1936	43,304
1937	74,411

(1) See Appendix I for the basis of compiling farm receipts.

It will be noted from the table that farm income in Manitoba from 1926 to 1929 was relatively stable, ranging from a maximum of $87,000,000 in 1926 to $70,000,000 in 1929; an average for the period of $78,046,000.

Two characteristics of the 1926-1929 period should be observed. The first is the relatively high level of farm receipts, (especially as judged by results in more recent years) and in the second place the relative stability in cash farm income. The level of income was important in establishing the results attained by agriculture during these years, and combined with stability of income made these years very significant in respect to the history of agriculture in this province.

Without warning, and with dramatic suddenness, farm receipts in Manitoba declined sharply between 1929 and 1930 and a new level of farm income was established which, by and large, continued until 1935 or for a period of six years. Starting in 1930, the trend towards declining farm income continued until 1932 when income amounted to only $27,000,000 as compared with an average of $78,046,000 from 1926 to 1929. A slight recovery occurred in 1933 and 1934, but farm receipts again declined in 1935, recovering slightly in 1936. Taking the seven years from 1930 to 1936, farm receipts, according to the foregoing table, averaged $35,894,000 as compared with $78,046,000 during the four years from 1926 to 1929. These figures in themselves explain the extremely difficult condition in which agriculture found itself following the crisis of 1929-30, and the slowness with which agriculture manifested recovery since that time is a significant fact in appraising the economic position of Manitoba. Not until the fortuitous circumstances of 1937 did agricultural revenues show a marked improvement. Manitoba in that year was the beneficiary of Saskatchewan's

greatest misfortune and as a result artificially high, and perhaps scarcity, prices made their appearance temporarily, coincident with the production of ample crops in Manitoba.

TABLE 10

Variations in Farm Income - 1926 to 1937

(1926 = 100)

Year	Index of Farm Income
1926	100.00
1927	87.65
1928	91.59
1929	80.77
1930	52.55
1931	33.81
1932	31.34
1933	35.09
1934	48.19
1935	38.83
1936	49.94
1937	85.81

It will be noted from the above table that the year 1926 constituted a high point in farm receipts in Manitoba, measured on an index basis, and between 1926 and 1929 the index ranged from 100 to 80.77. In 1930 the index dropped to 52.55, in 1931 to 33.81, and finally to the low point of 31.34 in 1932, when farm receipts in Manitoba amounted to less than one-third of the 1926 level. In 1933 the index advanced to 35.09, in 1934 to 48.19, in 1935 it receded again to 38.83, and in 1936 increased to 49.94. Thus at no time between 1931 and 1936 did the index of farm receipts in Manitoba pass 50 per cent of the 1926 level.

Owing to the circumstances which we have just described in respect to the 1937 season, the index of agricultural revenues as measured by farm receipts advanced to 85.81, the highest point since 1928.

The Source of Farm Income in Manitoba

The major part of farm income in Manitoba may be divided into two sources, namely crops, and livestock and animal products.

The following table and Figure 6 show receipts from crops and livestock and animal products from 1926 to 1937, along with the percentage for each year.

TABLE 11

Receipts from the Sale of Principal Farm Products
(In Thousand Dollars)

Year	Crops	Per cent	Livestock and Animal Products	Per Cent
1926	64,634	74.53	22,083	25.47
1927	50,507	66.45	25,499	33.55
1928	53,912	67.88	25,508	32.12
1929	43,799	62.53	26,244	37.47
1930	25,378	55.69	20,195	44.31
1931	12,727	43.41	16,590	56.59
1932	15,933	58.63	11,242	41.37
1933	18,628	61.22	11,798	38.78
1934	26,840	64.22	14,952	35.78
1935	16,439	48.82	17,232	51.18
1936	24,630	56.88	18,674	43.12
1937	51,009	68.55	23,402	31.45

It will be noted from the above table that during the four years from 1926 to 1929 receipts from field crops ranged from $65,000,000 to $44,000,000 and averaged $53,213,000 for the period. From 1929 to 1931 receipts from field crops declined drastically amounting to only $13,000,000 in 1931. Income from field crops increased slightly in 1932, 1933 and 1934, only to fall off sharply in 1935 due to the rust epidemic.

On a percentage basis receipts from field crops ranged from 74.53 per cent in 1926 to 62.53 per cent in 1929, or an average of 67.85 per cent

RECEIPTS FROM SALES OF PRINCIPAL FARM PRODUCTS

MANITOBA

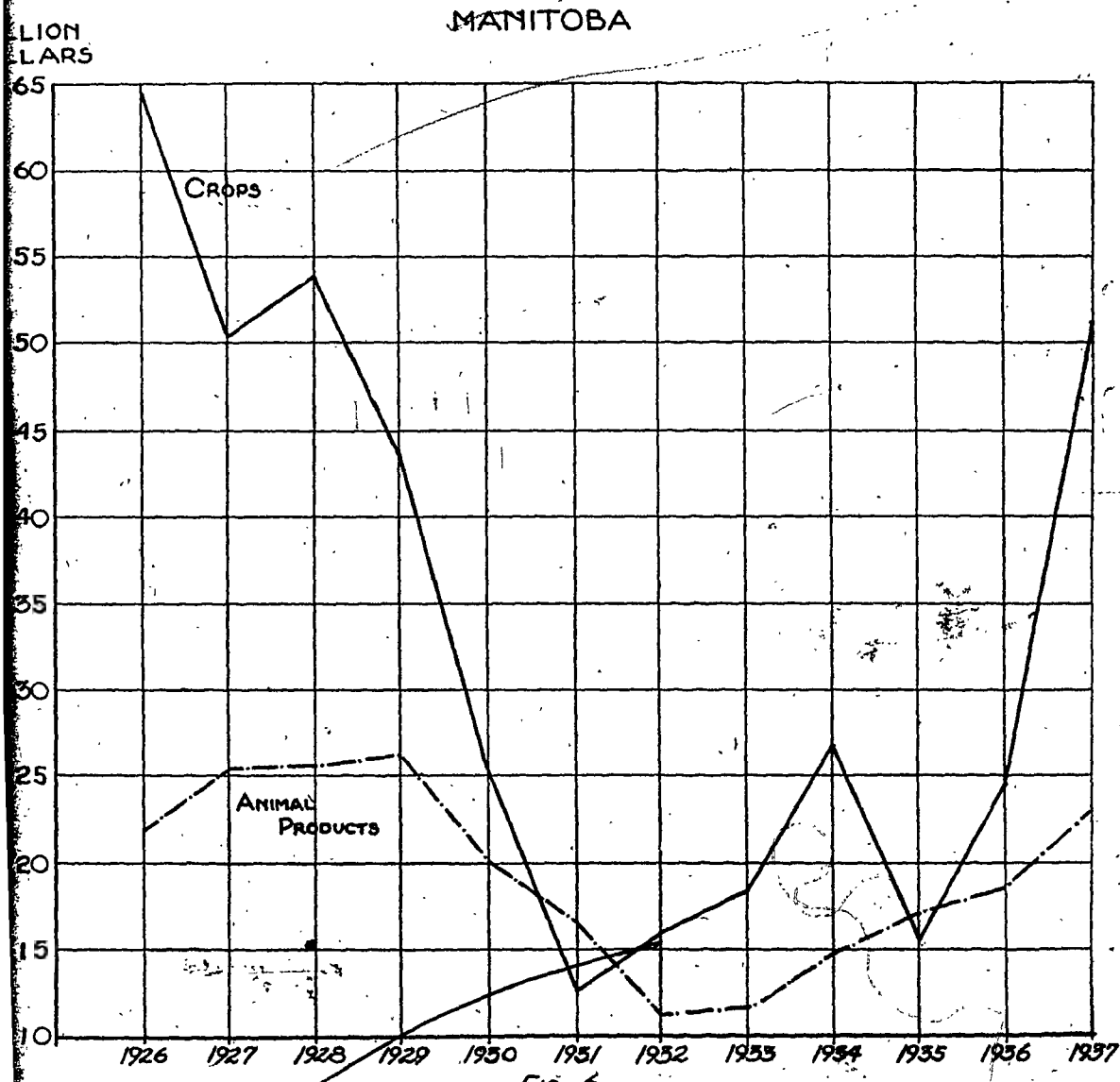

FIG. 6

r the four years. From 1930 to 1936 the percentage of farm receipts rom crops ranged from 64.22 per cent in 1934 to 43.41 per cent in 1931, nd during the seven years, averaged 55.55 per cent.

Examining the livestock statistics in the foregoing table it will e noted that receipts from livestock and animal products followed a omewhat different trend than did field crops. During the period 1926 o 1927 receipts from livestock and animal products showed a steady increase in importance of from 25.47 per cent in 1926 to 37.47 per cent n 1929. In 1930 and subsequent years these receipts declined sharply, eaching a low point of $11,000,000 in 1932, with only a moderate increase since that time. In per cent of total farm income, receipts from ivestock and livestock products increased substantially during the depression years, ranging from 56.59 per cent in 1931 to 35.78 per cent in 1934, and averaging 45.88 per cent during the seven years from 1930 to 936.

The relative trend of farm income from field crops and livestock nd animal products may be illustrated by the following table showing e index of farm income under these two headings from 1926 to 1936 1926 = 100).

TABLE 12

Variations in Income from the Sale of Principal Farm Products 1926 - 1937

(1926 = 100)

Year	Crops	Livestock and Animal Products
1926	100.00	100.00
1927	78.14	115.47
1928	83.41	115.51
1929	67.76	118.84
1930	39.26	91.45
1931	19.69	75.12
1932	24.65	50.90
1933	28.82	53.43
1934	41.53	67.71
1935	25.43	78.03
1936	38.11	84.56
1937	78.92	105.97

As shown by the foregoing table the index of receipts from crops declined steadily between 1926 and 1929, reaching 67.76 in the latter year. Commencing in 1931 the decline in the index of farm income from field crops underwent a terrific decline, reaching a low point of 19.69 in 1931. The index rose in 1932, 1933 and 1934, but fell sharply in 1935 to 25.43, advancing again in 1936 to 38.11 and to 78.92 in 1937.

Thus it may be stated that income from crops in Manitoba has been extremely variable during the ten years under consideration, and the effects of the depression are clearly shown in farm revenues from these sources.

A somewhat different situation exists with respect to livestock revenues. From 1926 to 1929 farm receipts from livestock and animal products increased steadily, the index rising from 100 in 1926 to 118.84 in 1929. The immediately following years constituted a period of declining livestock revenues. It will be noted that at the time

e index for revenues from field crops stood at its lowest point, name-, 19.69, the index for revenues from livestock and animal products ood at 75.12. The low point for livestock revenues was reached in 932 when the index stood at 50.90. In 1933, 1934, 1935 and 1936 the ndex of farm revenues from animals and animal products increased stead-ly, reaching 84.56 in 1936. In this particular year the index from eceipts from field crops stood at 58.11.

It is apparent, therefore, from the foregoing table that the live-tock industry in Manitoba and the income which farmers received from ivestock or livestock products, constituted an important stabilizing actor in the general agriculture industry in Manitoba during the re-ent difficult years and assisted in offsetting, to a certain extent, he decline in revenues from field crops during the same period.

he Seasonal Aspects of Farm Income in Manitoba

Table 13 shows farm receipts from principal commodities by months rom 1926 to 1937.

TABLE 13

Receipts from the Sale of Principal Farm Products

By Months - 1926 - 1937
(In Thousand Dollars)

Year	Crops	Livestock and Animal Products	Total
1926			
January	3,347	1,652	4,999
February	1,778	1,614	3,392
March	1,528	1,757	3,285
April	1,222	1,867	3,089
May	691	2,067	2,758
June	1,665	2,266	3,931
July	1,073	2,021	3,094
August	3,316	1,744	5,060
September	12,848	1,754	14,602
Odtober	15,756	2,061	17,817
November	14,208	1,652	15,860
December	7,202	1,628	8,830
TOTAL	64,634	22,083	86,717
1927			
January	3,948	1,782	5,730
February	3,060	1,512	4,572
March	2,807	1,875	4,682
April	887	2,103	2,990
May	849	2,336	3,185
June	2,164	2,280	4,444
July	2,154	2,132	4,286
August	344	1,984	2,328
September	11,428	2,250	13,678
October	9,731	2,684	12,415
November	8,790	2,835	11,625
December	4,345	1,726	6,071
TOTAL	50,507	25,499	76,006

TABLE 13 (Cont'd)

Receipts from the Sale of Principal Farm Products

By Months - 1926 - 1937
(In Thousand Dollars)

Year	Crops	Livestock and Animal Products	Total
1928			
January	1,835	1,730	3,565
February	1,286	1,633	2,919
March	1,628	1,425	3,053
April	861	1,899	2,760
May	891	2,372	3,263
June	994	2,250	3,244
July	368	2,603	2,971
August	924	2,907	3,831
September	20,971	2,556	23,527
October	10,898	2,769	13,667
November	10,298	1,683	11,981
December	2,958	1,681	4,639
TOTAL	53,912	25,508	79,420
1929			
January	897	1,797	2,694
February	1,624	1,461	3,085
March	2,322	1,645	3,967
April	857	2,431	3,288
May	627	2,517	3,144
June	853	2,394	3,247
July	517	2,957	3,474
August	3,699	2,150	5,849
September	23,052	2,357	26,409
October	5,520	2,636	7,156
November	1,765	2,168	3,933
December	2,066	1,731	3,797
TOTAL	43,799	26,244	70,043

TABLE 13 (Cont'd)

Receipts from the Sale of Principal Farm Products

By Months - 1926 - 1937
(In Thousand Dollars)

Year	Crops	Livestock and Animal Products	Total
1930			
January	771	1,805	2,576
February	878	1,579	2,457
March	866	1,920	2,786
April	525	2,455	2,980
May	304	1,697	2,001
June	697	2,010	2,707
July	345	1,554	1,899
August	3,589	1,271	4,860
September	12,385	1,349	13,734
October	2,920	2,044	4,964
November	1,626	1,249	2,875
December	472	1,262	1,734
TOTAL	25,378	20,195	45,573.
1931			
January	255	1,377	1,632
February	371	1,232	1,603
March	489	1,339	1,828
April	462	1,535	1,997
May	410	1,419	1,829
June	650	1,531	2,181
July	303	1,529	1,832
August	1,295	1,424	2,719
September	3,907	1,398	5,305
October	2,096	1,586	3,682
November	1,703	1,306	3,009
December	786	914	1,700
TOTAL	12,727.	16,590	29,317

TABLE 13 (Cont'd)

Receipts from the Sale of Principal Farm Products

By Months - 1926 - 1937
(In Thousand Dollars)

Year	Crops	Livestock and Animal Products	Total
1932			
January	363	966	1,329
February	205	824	1,029
March	735	850	1,585
April	483	923	1,406
May	540	996	1,536
June	679	1,032	1,711
July	193	943	1,136
August	3,403	1,108	4,511
September	6,546	950	7,496
October	1,409	975	2,384
November	857	942	1,799
December	520	733	1,253
TOTAL	15,933	11,242	27,175
1933			
January	203	709	912
February	320	621	941
March	968	810	1,778
April	388	850	1,238
May	890	1,095	1,985
June	1,376	1,171	2,547
July	651	1,164	1,815
August	6,284	1,141	7,425
September	4,622	1,068	5,690
October	1,700	1,213	2,913
November	936	1,148	2,084
December	290	808	1,098
TOTAL	18,628	11,798	30,426

TABLE 13 (Cont'd)

Receipts from the Sale of Principal Farm Products

By Months - 1926 - 1937
(In Thousand Dollars)

Year	Crops	Livestock and Animal Products	Total
1934			
January	330	1,073	1,403
February	490	1,070	1,560
March	631	1,178	1,809
April	489	1,283	1,772
May	662	1,360	2,022
June	1,140	1,425	2,565
July	578	1,460	2,038
August	8,211	1,098	9,309
September	9,243	1,168	10,411
October	2,973	1,590	4,563
November	1,341	1,282	2,623
December	752	965	1,717
TOTAL	26,840	14,952	41,792
1935			
January	334	1,092	1,426
February	697	991	1,688
March	834	1,047	1,881
April	719	1,300	2,019
May	846	1,517	2,363
June	800	1,458	2,258
July	634	1,690	2,324
August	1,531	1,478	3,009
September	5,330	1,535	6,865
October	3,252	2,248	5,500
November	971	1,669	2,640
December	491	1,207	1,698
TOTAL	16,439	17,232	33,671

BLE 13 (Cont'd)

Receipts from the Sale of Principal Farm Products

By Months - 1926 - 1937
(In Thousand Dollars)

ear	Crops	Livestock and Animal Products	Total
936			
anuary	204	1,264	1,468
ebruary	159	1,246	1,405
rch	584	1,145	1,729
ril	430	1,388	1,818
y	460	1,635	2,095
une	506	1,728	2,234
ly	492	1,521	2,013
ugust	11,029	1,483	12,512
eptember	7,002	1,905	8,907
ctober	2,134	2,185	4,319
ovember	942	1,596	2,538
ecember	688	1,578	2,266
TOTAL	24,630	18,674	43,304
(1) 937			
anuary	417	1,391	1,808
ebruary	488	1,281	1,769
arch	926	1,578	2,504
pril	693	1,577	2,270
ay	664	1,926	2,590
une	616	2,222	2,838
uly	675	2,241	2,916
ugust	16,216	2,038	18,254
eptember	21,780	2,446	24,226
ctober	4,378	2,672	7,050
ovember	2,817	2,264	5,081
ecember	1,339	1,766	3,105
TOTAL	51,009	23,402	74,411

1) Subject to final revision.

In connection with the foregoing tables it is needful at this int to comment only upon the seasonal aspects of receipts from eld crops, and the rather well distributed receipts from livestock d livestock products. This situation will be elaborated on in the uing tables and discussion.

asonal Farm Receipts in Manitoba

The following data show receipts from crops and livestock and imal products as well as total farm revenues, from January to April, y to August and from September to December during the years 1926 to 37.

TABLE 14

Seasonal Receipts from the Sale of Principal Farm Products

1926 - 1937

(In Thousand Dollars)

ar	Crops	Livestock and Animal Products	Total
26			
Jan - April	7,875	6,890	14,765
May - August	6,745	8,098	14,843
Sept - Dec.	50,014	7,095	57,109
27			
Jan - April	10,702	7,272	17,974
May - August	5,511	8,732	14,243
Sept - Dec.	34,294	9,495	43,789
28			
Jan - April	5,610	6,687	12,297
May - August	3,177	10,132	13,309
Sept - Dec.	45,125	8,689	53,814
29			
Jan - April	5,700	7,334	13,034
May - August	5,696	10,018	15,714
Sept - Dec.	32,403	8,892	41,295

TABLE 14 (Cont'd)

Seasonal Receipts from the Sale of Principal Farm Products
1936 - 1937 (In Thousand Dollars)

Year	Crops	Livestock and Animal Products	Total
1930			
Jan - April	3,040	7,759	10,799
May - August	4,935	6,532	11,467
Sept - Dec.	17,403	5,904	23,307
1931			
Jan - April	1,577	5,483	7,060
May - August	2,658	5,903	8,561
Sept - Dec.	8,492	5,204	13,696
1932			
Jan - April	1,786	3,563	5,349
May - August	4,815	4,079	8,894
Sept - Dec.	9,332	3,600	12,932
1933			
Jan - April	1,879	2,990	4,869
May - August	9,201	4,571	13,772
Sept - Dec.	7,548	4,237	11,785
1934			
Jan - April	1,940	4,604	6,544
May - August	10,591	5,343	15,934
Sept - Dec.	14,309	5,005	19,314
1935			
Jan - April	2,584	4,430	7,014
May - August	3,811	6,143	9,954
Sept - Dec.	10,044	6,659	16,703
1936			
Jan - April	1,377	5,043	6,420
May - August	12,487	6,367	18,854
Sept - Dec.	10,766	7,264	18,030
(1)			
1937			
Jan - April	2,524	5,827	8,351
May - August	18,171	8,427	26,598
Sept - Dec.	30,314	9,148	39,462

(1) Subject to final revision.

Once again the heavy receipts from crops are noted from September to December and the relatively even distribution of receipts from livestock and livestock products throughout the year. Total farm income examined from a seasonal standpoint, is, of course, materially affected by the receipts from field crops, which are mainly concentrated in the fall months. Another tendency which is noted is that in years when wheat production is relatively small there tends to be more even distribution of farm receipts from field crops than in years when production is large. In other words, large crops generally tend to be pushed for sale in the fall, and small crops tend to be held.

A more accurate picture of the distribution of farm income in Manitoba may be obtained from Table 15 which converts the income figures in Table 14 to a percentage basis. Figure 7 appearing on the following page shows the monthly distribution of receipts from field crops.

TABLE 15

Seasonal Receipts from the Sale of Principal Farm Products

in Per Cent of Total 1926 - 1937

Year	Crops	Livestock and Animal Products	Total
1926			
Jan - April	12.18	31.20	17.03
May - August	10.44	36.67	17.12
Sept - Dec.	77.38	32.13	65.85
1927			
Jan - April	21.19	28.52	23.65
May - August	10.91	34.24	18.74
Sept - Dec.	67.90	37.24	57.61

NTHLY PERCENTAGE DISTRIBUTION OF RECEIPTS FROM FIELD CROPS

MANITOBA

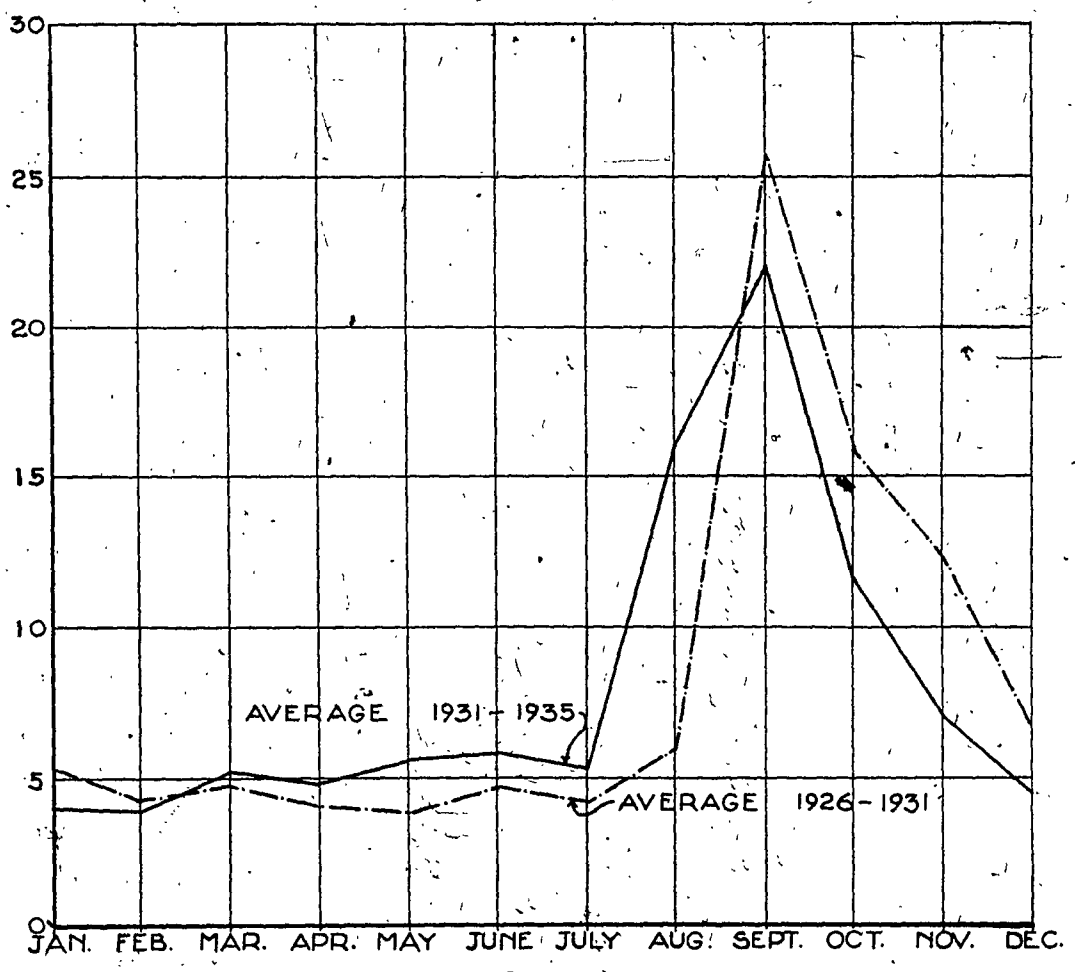

Fig. 7

TABLE 15 (Cont'd)

Seasonal Receipts from the Sale of Principal Farm Products

in Per Cent of Total 1926 - 1937

Year	Crops	Livestock and Animal Products	Total
1928			
Jan - April	10.41	26.22	15.48
May - August	5.89	39.72	16.76
Sept - Dec.	83.70	34.06	67.76
1929			
Jan - April	13.01	27.95	18.61
May - August	13.00	38.17	22.43
Sept - Dec.	73.99	33.88	58.96
1930			
Jan - April	11.98	38.42	23.70
May - August	19.45	32.34	25.16
Sept - Dec.	68.57	29.24	51.14
1931			
Jan - April	12.39	33.05	24.08
May - August	20.89	35.58	29.20
Sept - Dec.	66.72	31.37	46.72
1932			
Jan - April	11.21	31.69	19.68
May - August	30.22	36.28	32.73
Sept - Dec.	58.57	32.03	47.59
1933			
Jan - April	10.09	25.34	16.00
May - August	49.39	38.75	45.26
Sept - Dec.	40.52	35.91	38.74
1934			
Jan - April	7.23	30.79	15.66
May - August	39.46	35.73	38.13
Sept - Dec.	53.31	35.48	46.21
1935			
Jan - April	15.72	25.71	20.83
May - August	23.18	35.65	29.56
Sept - Dec.	61.10	38.64	49.61

ABLE 15 (Cont'd)

Seasonal Receipts from the Sale of Principal Farm Products

in Per Cent of Total 1926 - 1937

ear	Crops	Livestock and Animal Products	Total
936			
Jan - April	5.59	27.00	14.83
May - August	50.70	34.10	43.54
Sept - Dec.	43.71	38.90	41.63
937			
Jan - April	4.95	24.90	11.23
May - August	35.62	36.01	35.74
Sept - Dec.	59.43	39.09	53.03

It will be noted from Table 15 that from 1926 to 1929 the percentage of income received from crops during the September-December period ranged from 67.90 in 1927 to 83.70 in 1928. In the case of livestock receipts there is a tendency for receipts from January to April to be slightly lower, and from May to August to be slightly higher.

During this period, September-December, receipts from crops ranged from 68.57 per cent in 1930 to 40.52 per cent in 1933, and the average September-December receipts for the seven years from 1930 to 1936, were 56 per cent. During the period from 1930 to 1936 livestock receipts continued to be fairly evenly distributed among the various periods in the above table.

The Outlook for Agriculture and Farm Income in Manitoba

In the light of the facts which have been thus far presented in this report, and having regard for the more general experiences of western Canada, it is possible to indicate some broad factors which influence the economic position of agriculture in Manitoba.

Quite aside from the question of the extent of farm income in Manitoba, the factor of instability must be reckoned with. The facts presented in this report indicate the wide swings which have taken place in farm income in Manitoba and indicate one of the chief problems confronting those engaged in agriculture. From the standpoint of the industry as a whole, wide variations in farm income are distressing circumstances which have widespread effects on business and government, and complicates the solution of problems which must be faced by the individual farm operator himself.

We have traced the fluctuations in gross farm income in Manitoba during the past decade, and have shown how the index of farm income fell from 100.0 in 1926 to 81.5 in 1929, and then to a low point of 34.2 in 1932. This comparison indicates sufficiently the broad swings in farm income and their relation to the problems of a prosperous agricultural industry.

It must be recognized, of course, that the fluctuations in gross farm income do not indicate completely the trend of net farm income. The farm operator, in the course of producing wheat or other farm products, is involved in a series of relatively fixed costs, such as interest, taxes, transportation, machinery and repairs, and a series of relatively stable costs such as the prices attached to goods which the farmer must buy, labour, etc. This means, of course, that when prices swing decidedly low, or when yields are small, declines in gross farm income may result in a minus net farm income. Therefore, the broad swings in gross farm income produce much broader swings in respect to net farm income.

The situation may be simply illustrated by reference to decline

the price of wheat from $1.00 per bushel to 70¢ per bushel which represents a decline in the gross price of 30 per cent. Out of each of these prices, however, the farmer must pay freight and handling costs which may be reckoned at 17¢ per bushel. The price the farmer receives when wheat is $1.00 per bushel, basis in store Port Arthur or Fort William, is 83¢, and at 70¢ basis in store Port Arthur and Fort William, the farm price is 53¢. While the price at Port Arthur or Fort William declines by 30 per cent, the price to the farmer, although declining by the same amount, namely 30¢ per bushel, represents a decline of 36 per cent. Therefore it may be stated that the evidence so far presented in respect to instability of farm income on the basis of gross figures, represents a very conservative estimate of the instability of net farm income.

Nor is there any major relief from this problem in sight as far as the present condition of agriculture is concerned. Broadly speaking, agriculture in Manitoba must have its position determined by the conditions existing in foreign markets and more particularly in the prices which may be obtained in those markets. This situation is so largely beyond the control of western agriculture, that there is every reason to believe that instability will continue to be a characteristic of farm incomes in Manitoba and western Canada. However, national policies might be conceived and acted upon to meet this situation in part.

For instance, the securing of export markets for Canadian farm products through the maintenance of satisfactory trade relations with importing countries, and through the negotiation of worthwhile trade agreements would all be helpful in bettering Canada's external position in respect to farm products. Likewise, the adoption of a monetary

policy more closely related to the requirements of primary industries in Canada - a policy involving a greater degree of flexibility in respect to monetary matters - or a greater stability of domestic prices for farm products in relation to the prices of manufactured goods or to the general price index - would no doubt be helpful in ironing out some of the more extreme fluctuations in farm income, and would assist in the more equitable adjustment of farm income in Canada to the Canadian economy as a whole.

Since 1935 the nation has established one mechanism designed to protect the income of the prairie farmer - namely the Canadian Wheat Board, with its power to establish a fixed price for wheat subject to Governor-in-Council. This legislation was brought into being with two objectives, namely, to meet the problem created by a surplus of wheat over and above market requirements, and to give the producer of wheat some protection in respect to price. This legislation is generally regarded in Canada as being in the nature of an emergency measure.

In the passing of the Canadian Wheat Board Act, 1935, there was a principle recognized which may have far-reaching effects upon agriculture. The principle involved was that there should be a limit below which the price of wheat could not go in the interests of the farmer and in the interests of the national economy. The recognition of this principle, and applied somewhat more widely, constitutes one means of dealing with the problems which arise from disastrously low prices for farm products and unreasonable downward swings in market values. In 1935, 1936 and 1937, farmers of the prairie provinces were guaranteed a price of 87 1/2 cents per bushel. In two of these three years it was unnecessary for the Wheat Board to purchase wheat from the producers

to guarantee this price level as the market price of wheat remained above the 87 1/2 cent minimum.

Just as the mechanism of pooling was bound sonner or later to run into losses, so the maintenance of a fixed price for wheat was bound, sooner or later, to create a charge upon the national treasury. This happened in respect to the 1938 crop when a price of 80 cents a bushel for No. 1 Northern wheat was established, and while the Dominion government is confronted with a relatively large liability in respect to this guaranteed price, the immediate sacrifices of the federal treasure must be examined in all their implications.

It can be demonstrated that the national economy was strengthened by the decision of the Dominion government to maintain a reasonable price for wheat. It is impossible to consider the liability of the Dominion government as being a "loss". It was, in fact, a transfer of income to an area which has traditionally been transferring a share of its income to other areas and other groups in Canada. Nor in the final accounting will the Dominion government suffer a loss as great as its books might indicate. The guaranteed price for wheat saved the Dominion government money which would otherwise have been spent on relief or on railway deficits. Part of the money involved in the 80 cent price will return directly to the Dominion government in the form of increased receipts from sales taxes, income and corporation taxes, and from the manifold indirect taxes which accrue to the Dominion government as a result of an increase in the purchasing power of the country as a whole. It is probable, however, that both the West and other parts of Canada regard the fixed price as a temporary measure, and if it is so regarded, then plans must be advanced to meet in another way the pressing problems of western agriculture.

The Agricultural Position of Western Canada

Of far more importance in western economy are the broad trends which have been taking place in Canada and abroad; trends which in the last analysis must be considered as holding a very real possibility of undermining the agricultural structure of the prairie provinces. In reality there has been a two way attack upon the economic position of western Canada which constitutes a problem which must be faced by western Canada and by the Dominion of Canada.

1. The growth of economic nationalism, the breaking down of the international trade structure in respect to agricultural products, as well as other commodities, and the adoption of self-sufficiency based upon increasing production of commodities on a subsidized basis, has inevitably led to a contraction in world trade. The interruption of the normal flow of capital and goods from one country to another, and more particularly the shrinkage of the world demand for wheat from the 700,000,000 bushel level, to a level somewhere between 500,000,000 bushels and 600,000,000 bushels has vastly changed the outlook for western Canada.

In actual fact, agriculture in western Canada, and particularly the wheat industry, was built on the assumption that there was a market for all the wheat which we could grow, and this was substantially a fact during the years in which western Canada developed. But, having reached its present stature, western Canada now finds itself producing for a market which, under the present economic structure is persistently shrinking.

2. Prairie agriculture has been affected by domestic developments. Western Canada developed and reached approximately its present stage of development on the assumption that she should receive

fair and reasonable tariff treatment. The fact remains that while international difficulties were arising as far as markets for our products were concerned, there was gradually taking place an evolution in Canadian tariff policy which was slowly and effectively imposing fairly rigid and artificially high production costs upon western agriculture. More and more, Canadian fiscal policy has had the effect of forcing consumers to buy their requirements from protected industries; more and more, western agriculture has been removed from the benefits of international competition as far as products which enter into the cost of production in western Canada are concerned. In fact, agriculture in the prairie provinces has been gradually forced into the position where it must sell its surpluses in markets where competition has been increasing and becoming more intensive, and must buy its requirements in a market which has been becoming more restricted and more sheltered from competition abroad. The evolution of the Canadian tariff from a relatively simple instrument of protection of twenty-five years ago, to an all-inclusive protective system has been a determining and disadvantageous factor in arriving at the present position of the prairie provinces and the farming industry of this area.

In view of international conditions as they exist today, and in view of the remoteness of scarcity prices for farm products, and in view of the greater likelihood of relatively low international prices in the immediate future, the success or failure of agriculture in the prairie provinces must inevitably lie in the field of lower production costs - a fact which simply cannot be reconciled with the broad developments in the field of fiscal policy in Canada.

The Basic Economic Position of Western Canada

We have no hesitation in stating that the basis of the relationship between western Canada, including western agriculture, and the rest of Canada, must be reconstructed. No lasting benefits can accrue to agriculture in the West or to Canada as a whole from the imposition of an unbearable economic status upon two and one-half million people in the prairie provinces. Western statesmanship and Canadian statesmanship must be competent enough to bring about an economic foundation for western Canada upon which the agricultural industry of that area can find a reasonable measure of prosperity.

There are those, of course, who will criticize this viewpoint as being a species of narrow sectionalism - another discordant voice within the provinces of Canada which threatens national unity. It should not be forgotten that the way to Canadian unity lies in a fair recognition of the economic interest of various parts of Canada.

The restoration and reconstruction of western agriculture must involve among other things, more favourable access to international markets, and a new concept of the place which tariffs and tariff administration occupy in the national economy. Tariffs have been imposed in Canada, and tariff administration has been altered from time to time, without any regard to the regional economic implications involved. The criterion of broad national interest has not been properly applied in the development of Canadian fiscal policy. If it had, the primary industries in Canada, and more particularly, the primary industries of the prairie provinces, would occupy a much different position than they do today.

CHAPTER 11

MUNICIPAL GOVERNMENT

INTRODUCTION

Governments have come to play an increasingly vital part in the economic life of the people. The growing complexities of modern life have fostered a wide acceptance of the progressive principles of modern democratic liberalism. Under a democracy people are vocal in their demands for new services and new reforms. Under the principles of democratic liberalism a just balance between the needs and sacrifices of individuals and groups is sought with a minimum of restraint, in practice, on individual initiative and effort. These idealistic goals are difficult of attainment and the creation of balance is a major task and problem of government.

Further conflict arises because progress does not move at equal pace or in the same direction on all fronts of culture. Ideas and philosophies outrun the institutions through which and by which society expresses the collective will. This so-called "cultural lag" is nowhere more evident than in our forms and functions of government, and no form of government has been subject to such strain as have municipal units. Municipal or local governments are in many ways the foundation of our entire political structure and the fountain-head of our democratic system. In recent years local governments have been loaded with responsibilities which they have no capacity to handle. If they are to survive and function at the highest level of efficiency, the average citizen must be acutely aware of the nature, function and performance of municipal government. Such an understanding is one of the primary essentials of good citizenship. The aim of this section may be briefly stated, therefore, as an attempt to facilitate a

neral understanding of that aspect of government with which the citizen mes into most intimate contact, viz: municipal taxation.

Problems of taxation have always afforded economists and practical liticans with a fertile field in which to work. In the past few years ese problems have assumed an unprecedented prominence and have given se to widespread public discussion and consideration. It is superfluous to phasize the vital part taxation plays in contemporary economic life. de by side with the suggestion that governmental expenditures are too high, s been the constant public demand for new and better public services. mmunities, imbued with the democratic spirit, have gradually developed ogrammes of a high standard for education, public health, provision for d age, accident, sickness and unemployment. The attempt on the part of deral, provincial and local governments to satisfy these requirements has cessitated an increase in taxation. During periods of relative prosperity ch additional burdens do not appear to weigh heavily on the public mind, t when general depression reduces income the tax burden becomes a matter of ve public concern. Governmental expenditures for public services, tended during periods of prosperity cannot be immediately contracted, r are communities prepared to give up the services which they have enjoyed d to which they have grown accustomed.

During a period of depression the tax situation in the rural community comes particularly acute. The farmer in Manitoba, for example, derives s income to a great extent from the production and sale of raw materials ich enter into a world market. As we have shown, his income is a highly riable one, depending largely on price fluctuations on world markets. xes, on the other hand represent a relatively fixed sum which must be nually deducted from a fluctuating income. When income is at a low level

he tax burden is accentuated, resulting in many areas in the piling up f tax arrears. At such a time it becomes extremely important to adjust axes in such possible ways as to distribute the burden equitably.

unicipal Governing Units

In Manitoba municipal government properly dates from the first enactent in 1873, of legislation respecting municipalities. This pioneer ttempt at the establishment of a municipal system soon proved inadequate nd was followed by the Municipalities Act of 1883. This enactment was esigned to introduce a new system based on the principle of the Baldwin ct, then in force in Ontario. It divided the province into 26 counties, municipalities and 3 judicial districts. The county system of government, owever, proved unsuitable to the pioneer condition of the province and the ounty councils were abolished in 1884. The judicial district boards nctioned until 1886 when they too were abolished.

The system of municipal government prevailing in Manitoba at the esent time is the cumulative result of evolutionary growth by changes and endments in the original enactments of the 1880's. Local self-government carried on through 170 incorporated municipal units, consisting of 112 ral municipalities, 5 suburban municipalities, 22 villages and 30 towns. ere are also three cities existing under special charters - Winnipeg, St. niface and Portage la Prairie. The city of Brandon originally had a ecial charter, but is now governed by a number of special acts in addition the general municipal legislation.

Although it has sometimes been urged that the county system of local vernment could perform more efficiently the administrative functions now gely carried on by the rural municipalities, the latter has remained as

he basis of municipal government in the western provinces. The rural unicipality is administered by a council consisting of a reeve, who is t the head of the council, and four or six councillors, as determined in he by-law. If the municipality is divided into wards, one councillor is lected from each ward until the ward exceeds a population of 2,500 inabitants, when an additional councillor is elected.(1)

A locality containing over five hundred inhabitants within an area f not more than 640 acres, may become incorporated into a village upon petition of not less than seventy-five householders of the locality. The village is governed by a council consisting of a mayor and four councillors. When a locality contains over 1500 inhabitants it may upon petition of not less than one hundred and fifty householders become incorporated into a town. The council of every town is composed of the mayor and two councillors for every ward. A village or town, upon attaining a population which satisfies the required legal conditions, may be incorporated into a town or city respectively. In the case of the city the population must be not less than 10,000.

Although a creature of the provincial legislature, and in a general way subject to its jurisdiction, every municipality within the provisions of the general municipal legislation is a self-governing unit. The provincial government, however, has certain powers over the affairs of municipalities that find themselves in financial difficulties. The municipality may be supervised by requiring it annually to submit its financial programme for approval.

Whenever a municipality is in a serious financial position the Lieutenant-Governor-in-Council may appoint an administrator to conduct its

(1) The Municipal Act, Chap. 57, sections 296 and 297. Statutes of Manitoba, 1933.

affairs. At any time if the Lieutenant-Governor-in-Council has reason to believe that the financial affairs of the municipality have returned to a normal state, he may recall the administrator and reinstate the former council in office. The Lieutenant-Governor-in-Council may disorganize any municipality which has become insolvent. Such a municipality cannot be reorganized except by an act of the legislature. At the present time six municipalities in the province have been disorganized and are in the hands of receivers appointed by the provincial government. These municipalities are Sprague, Chatfield, Fisher Branch, Birch River, Kreuzeberg and Stuartburn.

Along the northern fringe of settlement and down the eastern border of the province is to be found some territory which has not been organized into municipalities and which is therefore called "Unorganized Territory". In this unorganized territory however, there are school districts. Taxes are levied against these unorganized school districts for school and health purposes, through the medium of the Manitoba Tax Commission. The school districts in unorganized and disorganized territory are divided into nine groups, each in charge of an assessor-collector appointed by the Lieutenant-Governor-in-Council and supervised by the Manitoba Tax Commission.

For educational purposes the province is divided into school districts. These have become the local administrative units for all matters concerning elementary and secondary education. Any municipal council may submit a by-law to the municipal electors for the purpose of organizing a school district, providing there are ten children of school age resident within an area of not more than twenty square miles. The consent of the Minister must be obtained and suitable provision must be made for conveying pupils

to and from school before a school district may cover more than twenty square miles. Control of the affairs of a municipal school district is vested in the hands of a board consisting of three trustees. In the case of a consolidated school district, that is, where two districts in the same municipality have been joined, the board is composed of five trustees, elected by the residents within the district. A union school district is formed when it includes territory belonging to two or more municipalities. Its affairs are conducted by a board of arbitrators appointed by each of the municipalities interested.

Of the 2,270 school districts of varying types existing at present, 254 are to be found in unorganized and disorganized parts of the province. These districts are controlled by boards of three trustees. They have all the powers and are subject to all the obligations of public school trustees generally.

Sources of Municipal Revenue

Any discussion of the Municipal Tax System now in operation in Manitoba must be considered against a background of those terms of the British North America Act which define Manitoba's taxing powers. The Act of 1867 granted to provincial governments the right of:

> "(a) Direct taxation within the province in order to the raising of a revenue for provincial purposes
>
> (b) Shop, saloon, tavern, auctioneer and other licenses in order to the raising of a revenue for provincial, local or municipal purposes".

It was felt at the time that the provincial government would have little need for imposing any heavy direct taxes, since most of the required provincial revenue was to be supplied by the Dominion in the form of an annual subsidy.

ver, as time went on and there was an increased demand for services h fell chiefly under the jurisdiction of the provincial government, Dominion subsidy lost its prominence as the major source of provin- revenue. It was being largely supplanted by revenue from direct ation. For example, in 1891 the Dominion subsidy constituted 73.77 cent of the total provincial revenue while in 1936 it amounted to no than 12.27 per cent. On the other hand direct taxation supplied 01 per cent of the total provincial revenue in 1901 and 53.81 per cent 1936. The major sources of tax revenue for the provincial government 1936 were:

Corporation taxes	$1,000,503
Income taxes, including special tax on wages	2,571,462
Gasoline tax	1,854,906
Auto licenses	824,125

For the purposes of municipal revenue, the province has reserved for municipalities the power of taxing real estate. The municipality has o the right to levy other taxes such as the personal property tax, busi- s tax and poll tax, and license fees, but by far the main source of rev- e is the tax imposed on land. This is by no means peculiar to Mani- a, for the property tax is the mainstay of local government revenue in t agricultural communities. This is so because land in the rural area the principal form of wealth and therefore the most appropriate base of ation. Interested parties have assailed the use of property values as main tax base on the ground that while theoretical and practical con- erations may at one time have justified this use, changing economic con- tions rendered it highly inequitable. When land values were rising rapid- heavy taxation prevented speculators from hampering legitimate development holding property for higher prices. However, with the fall in the value land and the emergence of new forms of wealth, these arguments, it is

claimed, are considerably weakened. The owners of unimproved property cannot equitably be taxed on the same basis as the owners of improved property. The fall in the price of farm products with its resultant increase in the burden of property taxes has served to strengthen this sentiment on the part of the farm population. On the other hand the advocates of the single tax insist that taxes on land alone should be levied.

Assessment figures in Saskatchewan for 1928-29 indicate that over 98 per cent of the rural property tax base comprises land. In Manitoba, although the proportion of taxes based on land is not quite as high, almost the same situation exists. The Municipal Assessment Act provides that land be assessed at its full value and buildings and improvements at two-thirds their value. This provision is, however, considerably modified by the following exemptions:

> "Buildings shall be assessed at two-thirds of their value, except that buildings upon any parcel of land improved for grain-growing, stock-raising or market gardening purposes, where the income from the land or stock is the owner's, tenant's, lessee's or occupant's chief source of income, shall not be assessed for the purposes of taxation,.. .." (1)

It will thus be seen that taxes are concentrated on land to a marked degree. This concentration is seen to be even greater when it is considered that land forms only a little over half of all farm property. Table 16 will serve to illustrate this point.

Land has never accounted for more than 67.0 per cent of the value of farm property and yet it represents the tax base from which most of the municipal revenue is obtained. In 1936, land represented only 49.3 per

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(1) The Assessment Act, Sec.25 (1) Statutes of Manitoba, 1934.

ent of farm values as compared with 23.1 per cent, 12.9 per cent and 14.7 per cent for buildings, implements and machinery, and livestock respectively.

Personal property as defined for purposes of taxation includes all goods and chattels as well as intangibles, such as shares or stocks of incorporated companies. It is assessed at its actual cash value, as it would be appraised in payment of a just debt subject to the following exemptions:

> "All farm stock, implements and machinery used by a farmer in his occupation when used by him for the purpose of farming. (1)
>
> "Household effects and furniture, books and wearing apparel in use by a person or by his family". (2)

A municipality may by by-law substitute a business tax in lieu of the personal property tax. Few municipalities have adopted the business tax and revenues derived from it are very small. It is more often applied in urban districts. The business tax must not exceed 15 per cent of the rental value of the property where a business is carried on. In the case of persons not otherwise liable for payment of the business tax, the municipality may levy a fee or tax not exceeding fifty dollars.

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(1) The Assessment Act. Sec.4 (1) (b) Statutes of Manitoba, 1934.
(2) Ibid. Sec.4 (d)

TABLE 16

Farm Values in Manitoba - 1911 - 1936

	1911		1916		1921	
	$	%	$	%	$	%
Farm Values	453,243,591	100	472,740,354	100	637,388,045	100
	309,960,153	67.0	296,223,054	62.7	380,855,811	59.8
ings	62,607,036	13.5	62,033,267	13.1	112,955,195	17.7
ments and Machinery	27,956,212	6.0	35,909,952	7.6	67,847,699	10.6
tock	62,720,190	13.5	78,574,081	16.6	75,729,340	11.9

	1926		1931		1936	
	$	%	$	%	$	%
Farm Values	475,711,736	100	388,142,128	100	310,806,400	100
	266,312,768	56.0	200,270,300	51.6	153,142,400	49.3
dings	95,949,818	20.1	88,389,200	22.8	71,642,000	23.1
ements and Machinery	57,963,670	12.2	54,847,200	14.1	40,137,000	12.9
stock	55,485,480	11.7	44,635,428	11.5	45,885,000	14.7

Source: Census of Agriculture, Dominion Bureau of Statistics.

The municipality also has the right to impose a poll tax of four dollars yearly upon "every male inhabitant of a city, town, village or rural municipality, of the age of 21 years and under 60 years, who has not been assessed upon the last revised rolls of the municipality with respect to property liable to taxation, or who is not qualified to be placed on the list of electors of the municipality, or whose taxes do not amount to four dollars".(1)

There remains on the statute books a form of a statute labour tax. Originally every taxpayer was required to contribute one or more days' labour, depending on the assessed value of his property for the purpose of building and maintaining roads. At present, a rural municipality or village may levy a tax for highway expenditure in lieu of statute labour on every person assessed upon the general assessment roll. The rate at which this tax is levied may be determined either on the basis of the assessed value of the land or on an acreage basis. In the case of the former, the statute labour tax amounts to two dollars for an assessed value under 200 dollars, four dollars if assessed for a sum exceeding 200 dollars, and not exceeding 500 dollars and two dollars in addition for every 900 dollars of assessment. If based on acreage, the tax must not exceed a rate of eight dollars. Apparently the rural citizen still has the option of meeting his statute labour dues by working for the municipality between the 15th of May and the first day of August.

Finally, the municipal corporation has the power to license any trade, calling, business or profession. As a source of municipal revenue,

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(1) Municipal Assessment Act. Consolidated Amendments, Chapter 134, Sec.113.

licensing is almost negligible. The license may take the form of a fixed sum or it may be based on the rental value of the premises in which the licensee carries on his business. The rate, in the latter case must not exceed 15 per cent of the rental value.

Annually, not later than the 15th of February, every municipality appoints an assessor whose duty it is to value all the assessable property in the municipality and generally prepare the assessment roll as required by the Tax Commission. Upon completion of the tax roll it is placed in the hands of the municipal treasurer whose business it is to collect the taxes. Or, if a municipality sees fit it may temporarily or permanently appoint a tax collector who takes over this part of the treasurer's work. Generally, taxes are payable on October 31st, but a municipality may alter this ruling. In some cases taxes may be paid in instalments with a discount acting as an incentive towards prompt payment. On the other hand, penalties are imposed for default in payments, their extent depending on the length of the overdue period. Accrued taxes constitute a lien on land or personal property having "preference and priority over the claim, lien, privilege or encumbrance of any person except the Crown".

The annual rate levied by the municipal corporation in any year depends on the estimates of the sums that will be required for municipal purposes during the ensuing year. The annual rate levied for general purposes (1) exclusive of school, municipal commissioner, local improvement and debenture rates must not exceed 3 cents on the dollar of assessed valuation in the case of a rural municipality, while in the case of a city, town, village or municipal district, it must not exceed 2 cents on the dollar. Aside from the levies ear-marked for general purposes, the municipal council

(1) The Municipal Act, Chapter 57, Sec.608 and amendment to above, Chap.56, Section 17, Statutes of Manitoba, 1937.

may impose a tax with a view to carrying out local improvements. These may be levied either on the municipality as a whole or they may be confined to certain property, depending on who is to benefit from the improvement. The municipal council must provide in the yearly estimates for the payment of interest and principal on its outstanding debentures. In borrowing money for the construction of permanent improvements the municipality must confine itself to a sum whose repayment will not require the annual rate for all municipal purposes to be raised above 4 cents per dollar of assessed valuation in the case of a rural municipality and 3 cents in the case of any other municipal corporation.

Every municipal corporation, subject to the approval of the Minister has the power to pass by-laws,

"(a) to set aside any surplus moneys of the corporation not presently required, or

(b) to levy annually a special rate over and above the current requirements of the corporation for such term of years as the Minister approves,

for creating a reserve fund for any purpose for which the corporation may borrow money" (1)

Besides collecting the funds annually required for the carrying on of its own functions, the municipality also acts as an agency for collecting taxes on behalf of the school districts and the Municipal Commissioner.

The municipality must levy a tax each year upon the taxable property within the municipality for the purpose of raising a sum equal to $2.25 per teacher for each day for which the school has been kept open in each school district in the municipality during the current year. A school

(1) The Municipal Act, Chapter 57, Sec. 614 as amended in Chapter 52, Sec. 13, Statutes of Manitoba, 1937-38.

district employing more than one teacher received $2.25 per day for each teacher employed. In the event of a municipality failing to collect the full sum required for current school purposes the deficiency constitutes a debt owing to the school district and must be paid by the municipality through borrowing. The debt bears interest at 7 per cent per annum.

Municipal property liable to taxation for school purposes includes all real estate except the following - Crown lands, Indian lands, municipal lands and lands used for school, church, Sunday school or railway purposes.

If the school district requires funds in addition to the provincial grant and the general levy the municipal council must impose a special school tax. Taxes for school purposes in unorganized territory are levied by the Manitoba Tax Commission. The rate at which the tax is levied depends on the annual estimates submitted to the Commission by the school trustees in each district.

The Municipal Commissioner's levy has fluctuated considerably in total amount imposed during the past thirty years. The reason for this is that the tax is applied only in special cases when demands for services of a special nature arise. At present Municipal Commissioner's levies include the Old Age Pensions levy, Soldiers' Taxation levy, District levy, County levy, Cancer Research levy, Good Roads levy and Manitoba Sanatorium levy. Generally these levies have been made against all municipalities but the Manitoba Sanatorium levy does not apply to cities, and the Good Roads levy applies only to certain municipalities. The Municipal Commissioner apportions to each municipality, on the basis of an equalized assessment, a sum to be raised for each purpose. It is then the duty of the municipal council to levy a rate on all taxable municipal property

fficient to raise the sum called for by the Municipal Commissioner.

Municipal revenue collected by the municipal council is annually pplemented by grants for specific purposes by the provincial government. The provincial treasurer's department becomes, in this case, a stributing agent for funds contributed by the poeple as a whole. Of jor importance is the provincial grant for education. Semi-annually e sum of one dollar per teacher for each teaching day is paid to all hool districts save those in cities, for a period not exceeding 200 ys in each calendar year. A further sum not exceeding fifteen cents r day for the second year of service and twenty-five cents per day for very subsequent year may be paid to any rural school district in which e same teacher is retained in charge of the school for two or more ears consecutively. In addition to the provisions outlined above a rant may be made to school districts in unorganized territory and to ral school districts situated in rural municipalities where the average equalized assessment for the municipality is less than 100,000 llars. The amount of this grant ranges from $2.25 per teacher per y in the case of a district having an equalized assessment of less than en thousand dollars to 25 cents per day where the assessment per eacher falls between forty-five and fifty thousand dollars. Further, special grant of $1.00 per teacher per teaching day may be paid to hool districts situated wholly in unorganized territory. These latter rants have, in most cases, not been made during the past six or seven ears.

Aside from the grants to school districts, the provincial government contributes towards the cost of roads and drainage works undertaken y municipalities, and the construction of certain roads and drainage

s in unorganized territory. It contributes to the maintenance funds ablished by municipalities in drainage maintenance districts and o provides for salaries, supplies and expenses incidental to judicial trict administration.

CHAPTER III

MUNICIPAL ASSESSMENT AND TAXATION

racy of Farm Land Assessment

As has been pointed out, the valuation and assessment of municipal erty for purposes of taxation is the work of the municipal assessor, fficial appointed by the council of each municipality. The law re- es the assessor, in determining the value of any property, to "con- r amongst other things, the advantages and disadvantages of location, quality of the soil, the annual rental value which in his judgment lands are reasonably worth for the purposes for which they may be , the value of any standing timber and such other considerations as Tax Commission directs".(1) The assessor must evaluate all lands buildings in the municipality, whether subject to taxation or not, ting down the value of exempt property in a separate column on the essment roll. Annually the municipal council sits as a court of re- ion to revise the assessment roll for the next succeeding year, and consider complaints against the valuation set down by the municipal essor. The tax payer may appeal from the decision of the court of sion to a judge of the County Court or the Tax Commission.

The accurate assessment of real estate for taxation purposes vides a problem of the first magnitude. After the tax base has been eloped on the general principles of ability to pay and benefit re- ved, the equitable distribution of taxes depends upon the accuracy the relative valuation placed on various properties. The Municipal essment Act states that land shall be assessed at its "value"

) The Assessment Act Sec. 24, Statutes of Manitoba, 1934.

h has been interpreted to mean sale value at a sale which is not ed on the part of either the buyer or the seller. It can readily een that the determination of the sales value of land may involve iderable difficulty and therefore assessment valuation can hardly xpected to correspond exactly to sales value. Moreover, the credit ding of the municipality requires that assessment values remain rly uniform from year to year.

If all property were equally over-assessed or equally under-assessed inequality would result. Total over or under-assessment would be offset adjusting the rate of levy. But when wide variations occur with respect true value, individual taxpayers suffer from gross inequalities of tax-on.(1) In a study conducted under the direction of the social science ncil of the University of Minnesota, the following facts were establish-

"Of a total of 3,333 farms for which assessment and sales figures were ilable, only 814, or 24 per cent, were assessed within 10 per cent of sales figures. Of these, 471 were under-assessed and 343 were over-essed. Of the farms in all the districts 213 were assessed at 50 per t or less of the sales figures. On the other hand, 65 farms were as-sed at 100 per cent or more in excess of the sales figures. In three those cases the excess was 160 per cent or more".(2)

Not only were there great variations in the ratio of assessed to es value between districts, but contiguous counties displayed marked ferences in their assessment ratios.

On the basis of the above survey an attempt was made to determine ne of the factors influencing the accuracy of property evaluation.

Statutory rulings provide for adjustments in assessment, when the assess-value of any property does not bear a fair and just relation to the value which other property in the municipality is assessed. Cf. The Assessment t, Sec. 53 (3) and 59, (1). Statutes of Manitoba, 1934.

Taxation in Minnesota - Roy G. Blakey, University of Minnesota Press, 1932, page 43.

was found that a distinct tendency existed to over-assess the least uable farms a great deal more than the more valuable ones. There e indications, too, that assessed value tended to decrease with in- ases in the value per acre. On the other hand it was found that the e of the farm influenced the assessed valuations only to a very ght degree, if at all.(1) In general it may be concluded that the essor attempts to strike some happy medium in his assessment of prop- y for taxation purposes.

In order to learn more about the relationship between assessed value sales value in rural Manitoba we arranged to have independent app- isals made of 156 quarter sections of land by qualified and unbiased praisers. These parcels of land were located in five municipalities presentative of widely separated areas in the province. The appraisals e made under methods recently devised and approved by professional and iness organizations engaged in rural appraisal work. The results are follows:

icipality	Per cent assessed is of appraised value	Standard Deviation	Co-efficient of variation
A	105.80	40.00	37.80
B	126.59	26.10	20.62
C	181.74	49.35	27.15
D	144.94	22.11	15.26
E	126.52	42.56	33.65

It will be observed that there is a pronounced tendency to over-value perty as shown in Column 1. Columns 2 and 3 are statistical measures uniformity of assessment. That is to say, if the assessments are uni- rmly over or under-assessed the standard deviations and co-efficients variation would tend to equal zero. As shown in the table such is not

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1) Op. cit. pp. 48-57

case as the deviations run as high as 40 per cent and the co-
cients of variation up to 38 per cent. Generally speaking, in the
essments and appraisals studied, assessors and appraisers were
ed on whether or not the property was of high or low value. There
a marked tendency however, for assessors to over-value poor prop-
and under-value, relatively, the good land.

A rough picture of the relationship between assessed values and
valuations set upon property by crop correspondents and census
erators is presented in Table 17.

Both assessment values and value of farm land per acre have de-
ed markedly since 1926, the decline being considerably more pro-
nced in the case of the latter. The index of real estate assess-
declined steadily from 126.28 in 1923 to 84.64 in 1937, while the
x of value of farm land fell more sharply from 137.85 in 1919 and
.28 in 1923 to 66.96 in 1937. There is a close relationship between
valuation submitted annually by crop correspondents and the esti-
es derived from the quinquennial Dominion Census. In general, there
a clear indication that an attempt has been made to maintain assess-
t values despite the actual fall in land values.

TABLE 17

VALUE OF REAL ESTATE ASSESSMENT (1) COMPARED WITH CROP REPORTING (2) AND CENSUS (3) VALUES OF FARM LAND PER ACRE

Year	Real Estate Assessment	Index	Average value per acre of occupied land	Index	Average value per acre of farm property
1919			$ 35	137.85	
1920			39	153.60	
1921			35	137.85	$ 33.78
1922			32	126.03	
1923	$334,001,208	126.28	28	110.28	
1924	303,487,018	114.74	28	110.28	
1925	285,155,392	107.81	29	114.22	
1926	277,035,874	104.74	29	114.22	25.14
1927	271,534,780	102.66	27	106.34	
1928	266,157,781	100.63	27	106.34	
1929	262,552,502	99.27	26	102.40	
1930	259,283,908	98.03	22	86.65	
1931	253,169,333	95.72	18	70.89	19.08
1932	250,511,974	94.71	16	63.02	
1933	243,300,127	91.99	16	63.02	
1934	239,613,996	90.59	17	66.96	
1935	232,108,200	87.76	17	66.96	
1936	224,956,921	85.05	16	63.02	14.35
1937	223,882,094	84.64	17	66.96	

(1) Statistical Report on Municipalities, Department of Municipal Affairs.
(2) Monthly Bulletin of Agricultural Statitistics, Feb. 1937.
(3) Census of prairie provinces.

NOTE: In calculating index numbers, the average 1923-1936 was used as a base in the case of assessment values and the average 1919-1936 in the case of value per acre of occupied land.

Exemptions

Properties exempt from municipal taxation may be classified under the following heads:

Dominion properties
Provincial properties
Municipal properties
Educational properties
Charitable properties
Railway properties
Industrial properties
Agricultural properties
Miscellaneous properties
Farm buildings

Table 18 shows the value of property in rural municipalities, villages and towns exempt from taxation in the years 1922 to 1937. The trend has been generally an upward one, reaching its highest point in 1933, and declining somewhat since. It will be noted that this upward movement prevailed at the same time that total assessment values were declining.

TABLE 18

VALUE OF EXEMPTIONS, RURAL MUNICIPALITIES
VILLAGES AND TOWNS, MANITOBA
1923 - 1936

1923	$77,932,464	1930	$83,403,848
1924	79,909,403	1931	91,255,948
1925	75,870,763	1932	91,327,459
1926	80,989,216	1933	90,793,393
1927	81,223,588	1934	90,646,665
1928	82,460,305	1935	88,732,426
1929	82,541,920	1936	87,059,960
		1937	86,079,848

Source: Statistical Report on Municipalities, Department of Municipal Affairs.

A more detailed statement of the extent of tax exemptions in 1934 is contained in the report of the committee of the Legislature appointed

n 1934 to investigate the whole question of tax exempt properties. This is shown in Table 19. Farm buildings account for the greatest single item of tax exempt property, amounting to a total of almost 8 million dollars. This is significant in that it indicates the extent to which taxes are concentrated on farm land.

TABLE 19

NATURE AND VALUE OF PROPERTY EXEMPT FROM TAXATION
MANITOBA, 1934

	Rural	Towns & Villages	Cities & Suburban	Total
Dominion Property				
Exempt land	$2,883,000	$ 142,000	$1,184,000	$4,209,000
" buildings	522,000	519,000	4,020,000	5,061,000
				9,270,000
Provincial Property				
Exempt land	7,282,000	116,000	1,046,000	8,444,000
" buildings	541,000	1,882,000	7,547,000	9,970,000
				18,414,000
Municipal Property				
Exempt land	4,618,000	1,268,000	19,045,000	24,931,000
" buildings	1,357,000	638,000	6,906,000	8,901,000
				33,832,000
Educational Property				
Exempt land	478,000	249,000	3,808,000	4,535,000
" buildings	3,559,000	1,804,000	12,079,000	17,442,000
				21,977,000
Charitable Property				
Exempt land	24,000	45,000	377,000	446,000
" buildings	808,000	516,000	3,961,000	5,285,000
				5,731,000
Railway Property				
Exempt land	797,000	219,000	7,814,000	8,830,000
" buildings	383,000	878,000	12,795,000	14,056,000
				22,886,000

19 (Cont'd)

	Rural	Towns & Villages	Cities & Suburban	Total
trial Property				
mpt land	$ 160,000	$ 24,000	$ 24,000	$208,000
" buildings	-	175,000	758,000	933,000
				1,141,000
llaneous Property				
mpt land	158,888	5,000	239,000	402,000
" buildings	87,000	20,000	143,000	250,000
				652,000
ultural Property				
ocieties, etc.)				
xempt land	35,000	42,000	327,000	404,000
" buildings	126,000	81,000	337,000	544,000
				948,000
pt Farm Build-ngs - -	37,549,000	161,000	253,000	37,963,000

ce: Report of Legislative Committee on Tax Exemptions, 1934.

ipal property exempt from taxation had a value of almost 34 mil- dollars. Railway property is exempt to the extent of 23 million rs - it is found chiefly in the cities and suburban municipalities.

s in Municipal Assessment

Table 20 indicates that except for a slight increase in 1929 and the total assessed value of property in the rural municipalities, ges and towns declined steadily from 345 million in 1923 to 230 on in 1936. Real property is seen to form the greatest part of the assessment value. The assessment of personal property is almost gible by comparison. The value of personal property as assessed axation purposes fell by more than one-half between 1923 and 1937. a municipality may impose either a personal property tax or a ess tax, the business tax assessment might have been expected to ase proportionally with the decline in the assessment value of nal property.

TABLE 20

ASSESSMENT VALUES IN RURAL MUNICIPALITIES, VILLAGES AND TOWNS OF MANITOBA 1923-1937.
(In thousands of dollars)

Real Estate Assessment	Personal Property Assessment	Business Tax Assessment	Total Assessment	Equalized Assessment
$ 334,001	$ 10,210	$ 713	$ 344,844	$ 402,683
303,487	9,768	553	313,808	402,128
285,155	9,200	704	295,060	378,586
277,036	10,372	987	288,395	378,586
271,535	9,339	691	281,564	369,616
266,158	8,897	814	275,869	368,958
262,553	9,538	906	272,996	355,154
259,284	10,465	862	270,611	354,890
253,169	7,037	952	261,159	320,742
250,512	5,364	807	256,683	319,764
243,300	5,151	773	249,224	298,338
239,614	4,999	822	245,435	298,694
232,108	4,799	890	237,797	258,308
224,957	4,655	859	230,471	258,308
223,882	4,721	861	229,464	255,429

ce: Statistical Report on Municipalities, Department of Municipal Affairs.

s was not the case, indicating an absolute narrowing of the tax e. Assessments for purposes of the business tax remained fairly ady in value throughout the period considered. Imposed in rela- ely few rural and suburban municipalities, the business tax is of or significance outside of Winnipeg. In 1936 the assessment for poses of the business tax in that city amounted to 86 per cent of total business assessment in the province.

nds in Tax Levies

In a proceding section it was pointed out that the municipal ncil bases its tax levy on the estimated need for specific services ing the ensuing fiscal year. In this section we propose to review trends in the amount of taxes levied for various municipal pur- es. Before going into municipal tax levies in detail, it may be l to consider their relative importance in the sphere of provincial ation. In Table 21, provincial revenue from taxation and other rces is compared with total tax levies within each municipal unit. ofar as municipal taxes represent mainly a charge against property, table is indicative of the extent to which governmental revenue dependent upon the taxation of property. Further, the fact that al municipal taxes were considerably greater than total provincial nues, and about three times as great as provincial revenues derived m taxation, suggests that greater emphasis must be placed upon im- ving the general functioning of our property tax system.

TABLE 21

COMPARISON OF MAJOR SOURCES OF PROVINCIAL REVENUE WITH MUNICIPAL TAXES IMPOSED IN MANITOBA

(In thousands of dollars)

rovincial Revenue (1)	1931	1932	1933	1934	1935	1936
orporation tax	1,375	1,693	1,602	1,497	1,705	1,827
asoline tax	1,228	1,483	1,611	1,835	1,855	2,015
ago Tax			1,509	1,675	1,756	1,825
ncome Tax	840	1,145	982	881	816	912
musement tax	242	169	140	108	144	142
uccession duties	347	287	424	340	375	464
axes on real property	265	308	413	439	361	386
otal Tax Revenue	4,297	5,065	6,681	6,775	7,011	7,571
ther Revenue	10,334	7,302	7,286	7,639	7,550	7,644
TOTAL	14,631	12,367	13,967	14,384	14,561	15,215
unicipal Tax Levies (2)						
ural municipalities	5,991	5,375	4,748	4,701	4,760	5,091
uburban "	1,323	1,335	1,308	1,236	1,196	1,170
illages & towns	1,336	1,308	1,265	1,238	1,229	1,235
ities	10,433	12,580	11,624	11,344	10,828	10,559
TOTAL	19,083	20,598	18,945	18,519	18,013	18,055

(1) Information prepared by Provincial Treasurer's Department for Rowell Commission.

(2) Statistical Report on Municipalities - Department of Municipal Affairs.

Table 22 presents a condensed picture of the taxes levied for general unicipal purposes, education and debenture purposes, as well as those imposed on behalf of the Municipal Commissioner from 1923 to 1937. It will e noted that the general trend in total taxes imposed was steady until 929 when it reached the sum of almost nine million dollars. From that oint the total declined to a little under six million dollars in 1934 and ent up slightly in 1935, 1936 and 1937. Comparison of the trend in total axes levied with total assessment indicates that on the basis of 1926 tax

vies have remained on a relatively higher level than the assessed value property subject to taxation. It necessarily follows that the burden taxation has been growing heavier during the period studied.

The amount of taxes levied for general municipal purposes fluctu-ed only slightly during the years 1923-37; a steady decrease is notice-le between 1923 and 1926, the trend being reversed in the following four ars. A further decrease is noted between 1931 and 1934, with some im-ovement occurring during the last three years. The levy for general rposes constituted a somewhat higher percentage of total taxes imposed 1937 than it did in 1923; the figures were 33.53 per cent in 1923 and .66 per cent in 1937.

Taken together, general and special school taxes form, along with levy for general municipal purposes, the major items in the munici-l budget. School levies suffered a marked decline during the depression rs. In 1929 almost four million dollars were levied for school pur-es. This figure fell to two and a quarter million in 1933, and has overed only slightly since. In 1923 school levies represented 47 per t of all taxes levied; in 1937 they constituted only 36.63 per cent all the taxes levied.

Taxes levied for the purpose of meeting debenture debt obligations e as high as $740,629 in 1936 with the 1937 figure falling somewhat. s constituted 11.71 per cent of all taxes imposed in 1936 and 11.49 in 7.

In the preceding section taxation trends have been depicted in ms of dollars levied. The total levy in any year has also been ex-ssed in per cent of the average levy over the entire period. While means of expressing trends may be useful for certain purposes, it is

TAX LEVIES OF RURAL MUNICIPALITIES, VILLAGES AND TOWNS,
MANITOBA 1923 - 1936.

Year	General Municipal Purposes	General School Purposes	Special School Purposes	Total School Levy	Debenture Purposes	Municipal Commissioner Purposes	Total Tax Imposed	Per cent of total taxes levied for: Municipal Purposes	School Purposes	Debenture Purposes
	$	$	$	$	$	$	$			
1923	2,998,304	1,949,722	2,266,333	4,216,055	617,954	1,192,555	8,941,326	33.53	47.15	6.91
1924	2,764,471	1,991,398	1,788,450	3,779,848	651,930	1,159,116	8,355,365	33.09	45.24	7.80
1925	2,286,457	1,947,795	1,721,959	3,669,754	649,864	1,029,855	8,150,812	28.05	45.02	7.97
1926	2,094,705	1,925,691	1,727,718	3,653,409	646,914	1,052,600	8,023,799	26.11	45.53	8.06
1927	2,291,236	1,968,742	1,659,533	3,628,275	614,489	795,003	7,861,084	29.15	46.15	7.82
1928	2,526,761	2,014,227	1,701,147	3,715,374	639,438	656,888	8,088,043	31.24	45.94	7.91
1929	2,642,109	2,057,407	1,756,950	3,914,357	612,185	1,271,235	8,985,373	29.40	42.45	6.81
1930	2,712,236	2,123,206	1,722,221	3,845,427	615,093	730,742	8,564,774	31.67	44.90	7.18
1931	2,401,591	2,170,498	1,166,874	3,337,372	659,701	352,122	7,327,174	32.78	45.55	9.00
1932	2,178,903	2,109,548	747,618	2,857,166	661,217	362,040	6,682,865	32.60	42.75	9.89
1933	2,055,685	1,594,816	700,309	2,295,125	644,800	383,921	6,012,206	34.19	38.17	10.72
1934	2,031,830	1,607,618	648,689	2,256,307	601,209	400,313	5,938,871	34.21	37.99	10.12
1935	2,158,059	1,604,964	653,769	2,258,733	613,576	407,611	5,987,646	36.04	37.72	10.25
1936	2,453,424	1,605,244	701,836	2,307,080	740,629	420,104	6,325,975	38.78	36.47	11.71
1937	2,420,065	1,631,973	721,985	2,353,958	738,875	430,188	6,425,907	37.66	36.63	11.49

Source: Statistical Report on Municipalities, Municipal Commissioner's Department.

vertheless inadequate and often misleading when left to stand unqualified and unaccompanied by other means of expressing trends. The reason r this is that a tax trend which is based merely on dollars fails to ke into account fluctuations in the value of money and changes in e assessed valuation of the property on which the tax is levied.

The purchasing power of money may, and often does vary from year year. In this particular instance we are interested in the effects such fluctuations upon the spending power of our local authorities. r it is evident that a change in the value of money may not mean the me to the government as it does to individual members of the community. e difference lies in the fact that the goods and services bought by vernments may not be the same as the goods and services bought by individuals. The value of money to any particular group is naturally asured in terms of some commodity index which embraces those goods d services which are bought by that group, and whose price will therefore determine the purchasing power of money as far as that group is concerned. For example, in determining the real wage of wage-earners an dex of retail prices of such commodities as food, rent, fuel, etc., employed. In the case of governmental bodies no index of only those mmodities bought by governments is available. Therefore, in using, as have, an index of wholesale prices, it must be remembered that it reects changes in the "purchasing power" of local revenue only insofar changes in the price of goods and services bought by the government in proportion to changes in the price of the commodities composing wholesale index.

Tax levies, when considered in terms of actual purchasing power tributed by the taxpayers to local governments, increased gradually

to 1931 and 1932 when the figure stood at approximately 10 million lars. In other words, the heaviest tax burden imposed at any time in this period coincided with the most difficult years of the de- ssion. By 1936 corrected tax levies amounted to 8½ million dollars. reduction in the real tax levy since 1932 reflects the lack of abil- on the part of the taxpayer to meet that heavy burden and the con- ent need for cutting down municipal services.

TABLE 23

TAX LEVIES OF ALL MUNICIPALITIES REDUCED TO FIXED PURCHASING POWER (1926 = 100)

	Total Tax Levies (1)	Index No. of Wholesale Prices (2) 1926 = 100	Real Tax Levies (3)
3	$ 8,941,326	98.0	$ 9,123,802
4	8,355,365	99.4	8,405,800
5	8,150,812	102.6	7,944,261
6	8,023,799	100.0	8,023,799
7	7,861,084	97.7	8,046,145
8	8,088,043	96.4	8,390,086
9	8,985,373	95.6	9,398,925
0	8,564,774	86.6	9,890,039
1	7,327,174	72.1	10,162,515
2	6,682,865	66.7	10,019,287
3	6,012,206	67.1	8,960,068
4	5,938,871	71.6	8,294,512
5	5,987,646	72.1	8,304,640
6	6,325,975	74.6	8,479,859

Statistical Report on Municipalities, Department of Municipal Affairs.
Canada Year Book, 1937, p.793.
This column is arrived at by dividing the tax levy for any year by the index of wholesale prices for that year and multiplying by 100.

n Purchasing Power

In order to study the trend in tax levies from the point of view the taxpayer, total tax levies have been compared with the purchasing r of farm products. In computing the latter, total receipts from the

ale of principal farm products were assumed to be indicative of the relative income available to the farmer each year. The actual purchasing power of farm income was computed by dividing the index of total receipts in any year, by the retail price index for the same year, and multiplying by 100.

TABLE 24

Year	Total Tax Imposed	Index of Total Tax Levies	Farm Income (1)	Index of Farm Income	Index of Retail prices and cost of services (2)	Index of Farm Purchasing Power
1926	$8,023,799	100.00	86,717,000	100.00	100.00	100.00
1927	7,861,084	97.97	76,006,000	87.64	98.4	89.06
1928	8,088,043	100.80	79,420,000	91.59	98.9	92.61
1929	8,985,373	111.98	70,043,000	80.77	99.9	80.85
1930	8,564,774	106,74	45,573,000	52.55	99.2	52.97
1931	7,327,174	91.32	29,317,000	33.81	89.6	37.73
1932	6,682,865	83.29	27,175,000	31.34	81.3	38.55
1933	6,012,206	74.93	30,426,000	35.09	77.5	45.28
1934	5,938,871	74.02	41,792,000	48.19	78.6	61.31
1935	5,987,646	74.62	33,671,000	38.83	79.1	49.09
1936	6,325,975	78.84	43,304,000	49.94	80.8	61.81

The index of total tax levies reached a high point of 111.98 in 1929 and then fell steadily to 74.02 in 1934. It went up slightly in 1935 and 1936. The index of farm income fell much more drastically than tax levies during the period considered. In 1928 it reached the comparatively high point of 91.59, but then fell sharply to 31.34 in 1932. The following two years witnessed a slight upturn, but the poor crop of 1935 sent the index down by almost ten points. These were regained in 1936 when the index of farm income stood at almost 50. When

1) "Receipts from the Sale of Principal Farm Products in Manitoba, Saskatchewan and Alberta 1926-1936", Agricultural Branch, Dominion Bureau of Statistics, Jan. 1938. J. B. Rutherford.
2) Canada Year Book 1937, p. 798.

the farmer's income is related to the price of goods which he buys the extent of the hardship imposed by the depression becomes evident. Although the index of retail prices was generally lower throughout this period, they fell very slightly in comparison with farm income. In 1933 the index of retail prices fell to 77.5 per cent of the 1926 figure. The index of farm purchasing power fell to 37.73 in 1931. This low point in purchasing power coincided with an index of 91.32 for tax levies. Beginning in 1932, however, the index of purchasing power rose sharply until it reached 61.31 in 1934. It fell again in 1935, but went up to 61.81 in 1936, thus closing the gap to some extent, between tax levies and the ability of the farmer to meet his tax payments.

Municipal Expenditures

The lack of reliable data makes it impossible to study the actual trend in municipal expenditures for the years prior to 1935. Figures for 1935, 1936 and 1937 are shown in Table 25.

The most significant fact indicated by the table is concerned with the comparatively high percentage of municipal revenue which is devoted to education. It will be noted that although the absolute expenditure for this purpose was slightly higher in 1936 than in 1935, it constituted a smaller percentage of total municipal expenses. A further increase in expenditures for school purposes is noted in 1937. Public works expenditures constituted the second largest item in the municipal budget. The percentage expended for this purpose was slightly higher in 1936 and 1937 than in 1935. The table shows further that expenditures for social services rose from approximately $490,000 in 1935 to $560,000 in 1936 and then fell somewhat in 1937. The distribution as between uncontrollable and controllable expenses remained fairly constant. Total expenses jumped from

1935, 1936 and 1937.

Uncontrollable	1935	Per cent	1936	Per cent	1937	Per cent
Schools	$1,758,192.52	36.07	$1,797,445.49	34.02	$1,848,565.37	34.31
Municipal Commissioner and P.T.H. Levies	364,903,92	7.49	456,342.55	8.64	460,177.68	8.54
Debenture purposes	487,344.07	10.00	581,245.21	11.00	579,263.18	10.75
Other	123,561,76	2.54	107,395,99	2.03	111,277.82	2.06
	2,734,002.27	56.10	2,942,429.24	55.70	2,999,284.05	55.66
Controllable						
Public Works	919,062.51	18.86	1,059,645.42	20.06	1,090,474.87	20.24
Protection of persons and property	57,435.07	1.18	47,443.71	.91	66,042.15	1.23
Social Services	489,706.38	10.05	560,212.78	10.61	558,900.72	10.37
Miscellaneous	76,005.76	1.56	69,993.39	1.32	80,001.02	1.49
Administration	597,282.29	12.25	602,527.74	11.41	593,473.86	11.01
Total Controllable	2,139,492.01	43.90	2,339,823.04	44.30	2,388,892.62	44.34
Total Operating Cost	4,873,494.28	100	5,282,252.28	100	5,388,176.67	100

Source: Statistical Information compiled by Department of Municipal Affairs.

roximately $4,900,000 in 1935 to almost $5,400,000 in 1937, reflect- the improved economic situation in the latter years.

icipal Debt

Various statutory rulings circumscribe the limits within which a icipal corporation may borrow money for either current or capital ex- ditures. In the case of current expenses, the municipality is permitted borrow up to an amount not exceeding the total taxes collected in the ceding year. For purposes of capital undertakings the aggregate de- ture debt is limited to the following in the case of cities, towns, lages and suburban municipalities.

Where the population of the municipality is greater than 10,000 the enture debt must not exceed the sum of $200 per head of population. municipalities having a population between 2,000 and 10,000 a limit placed at $150 per head of population. In the case of municipalities ing a population under 2,000, the debenture debt must not exceed $100 head of population. The period during which the whole of the debt t be repaid is limited to 30 years. The sum required for servicing enture debt is raised by levying a special rate in each year on all e taxable land within the corporation, or in the case of a debt in- rred for improvements designed to benefit a certain section of the icipality, the special tax is limited to that section. The Municipal t provides that debenture debt be repaid through either the setting up a sinking fund for the accumulation of principal, or the repayment of incipal by means of annual instalments.

The debenture debt outstanding in the rural municipalities, vil- ges and towns of Manitoba remained fairly constant during the period 23 to 1937. In 1923 there was an outstanding debt of $8,730,638; in

935 the total was slightly lower; in 1936 it had risen by approximately 1,700,000 to $9,717,898, while in 1937 it fell somewhat to $9,230,609. uring the years immediately preceding the depression the municipalities f Manitoba, like other governmental bodies, were inclined to translate he relative prosperity of that period into public improvements, such as he building of roads, the extension of electric lighting, water works, arks, and so on. The sharp reduction in tax revenue coincident with he decline in agricultural income held up this drive for improvements. his might have meant a material reduction in debenture liabilities had ot the almost immediate need for making relief payments made itself elt.

TABLE 26

DEBENTURE DEBT AND UNMATURED DEFERRED LIABILITIES OF RURAL MUNICIPALITIES, VILLAGES AND TOWNS

1923	$8,730,638
1924	8,847,010
1925	8,972,293
1926	8,851,862
1927	8,795,940
1928	8,912,337
1929	8,781,827
1930	8,696,616
1931	8,298,158
1932	8,096,359
1933	8,815,819
1934	8,476,344
1935	8,024,185
1936	9,717,898
1937	9,230,609

ource: Statistical Report on Municipalities, Department of Municipal Affairs.

Municipal Defaults (1)

In addition to unmatured capital obligations, the rural municipalities, towns and villages of Manitoba had defaulted on matured debenture debt and deferred liabilities to the extent of $931,892.80. The amounts in each case were as follows:

Debentures (2)

Rurals	$467,391.56
Villages	13,066.61
Towns	256,556.22

Deferred Liabilities

Rurals	$192,343.54
Villages	338.86
Towns	2,196.01
	$931,892.80

(1) Manitoba's Brief to the Rowell Commission, November 1937, part VI, p.13

(2) School district defaults are included in amount of outstanding debenture debt.

CHAPTER IV

RELATIVE ECONOMIC RATING OF RURAL MUNICIPALITIES

The ability of any local governing body to provide those public services which provincial laws permit and the social and economic needs of the people demand, depends primarily on the wealth and income of the citizens domiciled within the boundaries of the municipality. There is a definite inter-relationship between the physical and human resources of an area and the kind and extent of the institutions and services which exist therein.

The object of this section of the report is to measure, as accurately as available basic data will permit, the productive capacity of the rural municipalities of Manitoba. The method of analysis has permitted us to designate and group those municipalities which have a high degree of similarity. This grouping, although somewhat arbitrary, should provide a basis for understanding and correcting many of the problems of social welfare, education and taxation which exist because of wide variations in our regional economy. Just as regionality and its problems are of profound importance in national life, so in a province, extremes in productive ability present great disparities in local revenues and in local expenditures for various services. This is not true of urban centres. Cities have slum districts or areas where people of relatively low income tend to concentrate. But the public social services, such as education and health, provided for these people, bear no direct relationship to the wealth and income of the citizen. In sub-marginal rural areas - or those areas which some writers have termed "rural slums" - the

arn of services which municipal governments can provide is limited he meagre productive ability of the area. Unless the province sup- nts local revenues by additional grants, beyond the general statu- provisions, the barest minimum of social services are not provided.

The recent years of the depression have brought this condition bold relief. In certain areas, municipal government has broken completely, and the municipalities have reverted to the lower status norganized territory. In other areas, tax delinquency, tax reversion ands and the extraordinary expenditures on relief have placed several l municipalities on the border of insolvency.

In general, however, the totality of municipal productivity and the ity to pay of rural municipalities in Manitoba presents a hopeful ure. It is the extremes of low wealth and income that present ser- problems of both an acute and a stubbornly malignant nature. The lysis shown in this report verifies the conclusion made in the study "The Unused Lands of Manitoba" in 1926.(1) The method of economic ing merely objectifies and visualizes those conditions which are com- knowledge to experienced workers in the fields of Education, Agri- ure and Municipal Administration. In all the reports of the Economic vey Board, an attempt is made to diffuse technical and expert know- ge so that public policy may be built on a well informed public con- ousness. The economic basis of taxation is of such vital importance t no apology is needed in presenting the widest possible investigation every aspect of this question.

Method of Analysis

It has been indicated in earlier parts of this report that land is ost the sole base of rural municipal taxation and revenue. For this

(1) R.W.Murchie & H.C.Grant, "The Unused Lands of Manitoba", King's Printer, Manitoba, 1926.

n, it would be possible to make a relative rating of municipalities o basis of either assessment values or land values. But such a o analysis would yield results of dubious validity. The errors and osses of assessment values and the reliance on a single factor are or adequate nor significant measures of economic capacity. Land s over a period of years should be a measure of income, but this was available for municipal units only for 1936. It was considered accurate and revealing to consider several other facts as follows:

Relative Productive Capacity

The relative productive capacity of a rural municipality is measured three items:

(1) The amount of the municipality that is in farms expressed as a per cent of the total area. The municipality of Roland, having 99.6% of the area in farms is given a score of 25, and the other municipalities scored in relation to a possible 25 points. The average of all municipalities is 72.1%.

(2) The per cent of the farm area which is in improved acreage was given a possible score of 50 points. Roland municipality, with 94.7% improved was given a score of 50 and other municipalities rated accordingly.

(3) The number of livestock units was included as a measure of productive capacity, in order to recognize and measure the contribution which native pasture land makes in those municipalities where arable land is relatively scarce (1). A score of 25 is possible for 9.0 units or over (per 100 acres of farm land), and one point deducted for each .5 units under 9.0.

Relative Income Rating of Municipalities

In measuring income, three factors are used:

(1) Value of crops sold per farm acre.

(2) Value of dairy and livestock products sold per farm acre.

(3) Total value of all products, including those consumed on the farm.

An animal unit is equal to: 1.0 head of cattle 2 years and over; 2.0 head of cattle 1 to 2 years; 4.0 calves under 1 year; 1.5 beef steers; 3.5 sows, 7.5 pigs, 7.0 sheep, 14.0 lambs and 100 hens.

These data are taken from a special compilation made by the Census Bureau, Ottawa, for the Manitoba Economic Survey. As the census data only for the year 1936, the value of crops per acre as shown for that year was adjusted for yearly variations in the following manner. The sixteen year average yield of wheat for the various crop districts in Manitoba was computed. The 1936 yield was expressed as a per cent of the sixteen year average and in those cases where the 1936 yield was lower than the average, the value of crops per acre was raised in the proportion of:

$$\frac{\text{1936 income x 16 yr. average yields}}{\text{1936 yield}}$$

The average value of crops per acre in 1936 was 70¢. The range was from a low of 12¢ in Birch River to $3.65 in Montcalm. The municipality of Montcalm was given a perfect score of 40 points and the remaining municipalities rated accordingly.

Income per farm acre from dairy and livestock products for the province was 44¢ per farm acre and the range from 10¢ to 94¢.

The total value of all products per farm acre averages $2.20. The unadjusted data ranged from 72¢ to $5.38. The municipality of Montcalm was highest and received a perfect score of 40.

Wealth Rating

In rating wealth, two factors were used, each having a score value of 50.

(1) The total value of all property per farm acre averaged $13.63. The range of values extended from $3.59 in Lawrence to $25.36 in Rhineland.

(2) The value of land per farm acre ranged from a low of $1.80 in Lawrence to $17.57 in Rhineland. The average value per farm acre was $9.20. In order to obtain a relative municipal wealth rating, those values were multiplied by the total farm acreage in the municipality and relatives of the highest figure calculated.

(2) [illegible]

(4) [illegible]

The municipality of Rhineland was given a score of 100 and the other municipalities rated accordingly.

The final score "Relative Economic Rating" is the total of Income, acity and Wealth rating expressed as a per cent (100 possible).

Certain weaknesses and tendencies towards bias in this method should noted. As indicated, an attempt was made to remove the effect of yearly ctuations in yield. The method is by no means perfect. For example, tain municipalities situated on the borderline between Durum wheat and d wheat production will no doubt have higher and more regular crop lds as Thatcher and other varieties become more extensively sown. No special adjustment is made for such hazards as grasshoppers and t except as accounted for in using the average yields from 1921 to 1936 a weighting factor in crop income. The incidence of these hazards is eatest in the Red River Valley.

Income from the sale, off farms, of forest products is included in r data. But other sources of income such as minerals, where they occur agricultural areas, and income as a result of recreational opportunities d fishing, which are important in municipalities adjacent to large dies of water, are omitted. Important examples of municipalities in is category are Lac du Bonnet, Gimli, Bifrost, Coldwell, Siglunes and wrence.

However, as rural municipal revenue is derived mainly from taxes land and the agricultural industry is the chief source of wealth and come, the method used may claim to reveal a fairly approximate rela- ve rating of municipal productivity.

One other point should be observed. The data used and the final ting obtained refer to the municipality as a whole. Any one munici-

pality, even of relatively low ranking, may have areas of land just as productive as the best land in a Grade A. municipality. But this grade of land may be limited and on the fringes of settlement there may be large areas of very poor soil. Thus the average for the municipality is much below the best areas. Striking examples of this condition are found in Dauphin, Swan River and other municipalities. For our purposes, however, it was necessary to make the analysis on the basis of arbitrary municipal boundaries.

Economic Rating of Municipalities by Groups

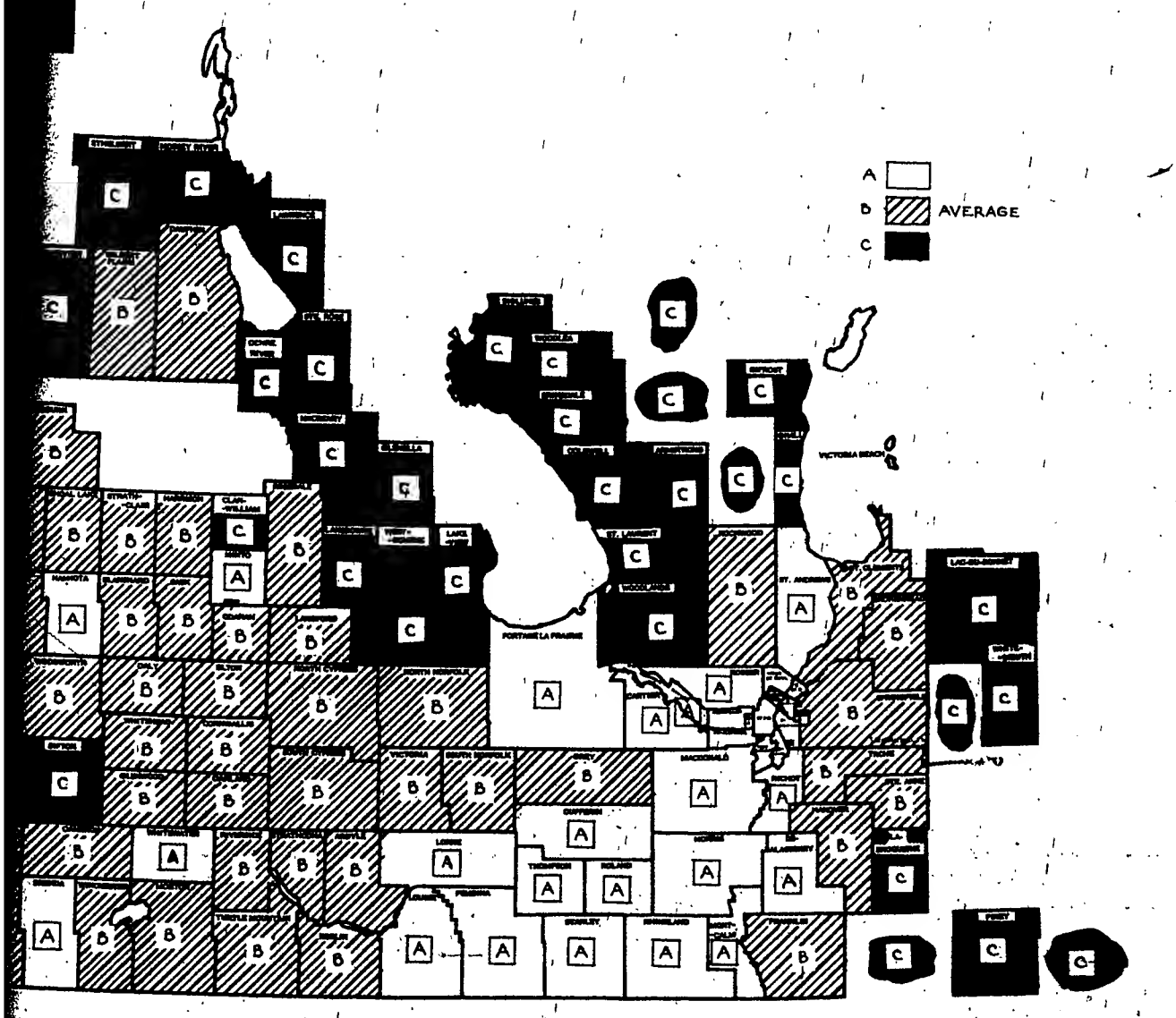
Broadly speaking, the productivity of a municipality is dependent on the extent and quality of the natural resources that occur within its boundaries. Soil and climate are the limiting factors of greatest importance. With very few exceptions, the economic zones, as shown in the accompanying chart, are correlated with the broad zonation of the known facts with relation to the soil and climate of Manitoba.

We have mentioned above the limitations of our data. These limitations restrain the authors of this report from using their calculations to make very fine distinctions of relative economic rating between municipalities. There is ample information however, to reveal three broad groupings:

Municipalities above the average;
Average municipalities; and
Municipalities below the average.

The reader of this report must remember that the purpose of this investigation is to relate agricultural income to municipal taxation. In other words no attempt is made to designate for all time the relative economic rating of any area. Dynamic changes in economic conditions and the development and use of new crops or new varieties of crops will no doubt alter the economic status of certain municipalities. It is

RELATIVE ECONOMIC RATING
RURAL MUNICIPALITIES OF MANITOBA



heless of the utmost importance to reveal the present situation
urately as possible and to disclose, particularly those areas
productivity and income are low and will probably remain low un-
ublic policy is directed to devise the best use of the available
al and human resources.

A) Municipalities above the average

The twenty-one municipalities in this group have, according to
lculations, ratings of 70 per cent or better. The area of the
ce comprised in this group of municipalities is almost perfectly
ensive with the Black Earth Soil Zone of the Red River Valley. (1)
ighter and less fertile soils of the east portion of Grey munici-
and the northern half of South Norfolk account for the lower rat-
these municipalities. Approximately one quarter of the farm acre-
the province and 32 per cent of the crop acreage are to be found
ese above average municipalities.

The dominant agriculture in this area is grain growing, particularly
, and livestock where water is available. In Portage la Prairie
production is of increasing importance.

This is the most heavily mechanized section of Manitoba agriculture.
is an occasional seasonal or annual drought, and soil drifting and
on in certain soil associations are problems of some magnitude. The
sity for drainage on heavy clays with flat topography has caused
expenditures by certain municipalities and the provincial government.
axation problem incident to this development was at one time acute,
as recently been adjusted.

Ellis, J.H. - "The Soils of Manitoba". Published by the Manitoba Economic Survey Board, 1938.

up B) Average Municipalities

This is a much less homogeneous group than the preceding. There are ty-three municipalities in this category and very particular analy- would divide them into sub-sections of high and low average rating. re is a danger, however, in accounting for complex phenomena by ple or particular causes and therefore no distinctions are made. rally speaking, economic rating shades off from Group A rather ptly on the north and east and gradually so, west and north-west. will be noted that in the western section "islands" of higher pro- tivity are represented by the municipalities of Hamiota, Minto, Brenda Whitewater, and two lower rating areas are located in Sifton and ard municipalities. In the latter case the occurrence of sandy soils one of the important factors making for relatively lower rating.(1) group of municipalities contains 53.5 per cent of the farm acreage 54.1 per cent of the crop acreage of the province. It embraces soil as of the zones 2, 3, 4 and 5 of the Manitoba Soil Survey. Consequent- land utilization is somewhat diverse. Generally speaking it varies a more or less intensive wheat culture in the south to general grain wing in the central portion and a predominance of coarse grains in the th. Practically all of this area is eminently suited for livestock duction.

The major problems of productivity are periodic climatic drought the south-west and western boundaries, and the occurrence of sandy dune sand areas (e.g. Spruce Woods Forest Reserve) which present te problems of farm management for adjacent lands.

See "Land Classification Map" Southwestern Manitoba. "The Soils of Manitoba" by J. H. Ellis.

Under normal conditions the area as a whole presents no chronic problems of municipal government. At times variability of income as a result of drought makes the tax problem acute. The problems of sandy lands and sand dune areas will have to be solved. The first will, no doubt, yield to better practice in soil management. On the borders of the sand dunes, land zoning is the only solution. Here much land must be put back into forest, or forest and grazing, and indiscriminate settlement prohibited.

Group C) Below Average Municipalities

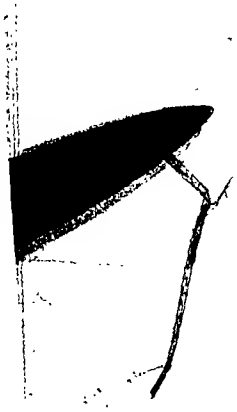
In this classification most of the acute and chronic problems of municipal administration are found. The municipalities lie in a fairly homogeneous geographical area on the northern extremities of the agricultural lands of the province. Despite this apparent uniformity there are extremes of productivity between those municipalities lying in the transition zone north of the "black earth soil" areas and those municipalities where the soil (Rendzina) is of lower fertility, being characterized as coarse textured stony and of shallow depth. As drainage is an important problem in these areas settlement is more or less scattered and islands of relatively high and low productivity occur in every municipality. Thus it is an outstanding characteristic of these municipalities that where settlement for various regions has been confined to the better local soils, problems of municipal government are not so severe. But where settlers have occupied the most inferior lands, not only have they themselves become a problem of government but adjoining farmers who could have put these lands into their best use - grazing in conjunction with coarse grains and fodder crops - have been adversely affected.

Our broad classification of below average municipalities does not

l therefore, the wide variations which exist in this group. Our istical calculations of economic rating reveal the wide dispersion eductivity but we are convinced that no very realistic and accurate ption of the present productivity or future potentialities can be nted without having first completed a detailed soil survey of this . There is no more pressing need in Manitoba agriculture than the lotion of such an investigation.

The below-average-productivity municipalities, for purposes of er analysis, may be divided into three groups occupying fairly homo- ous geographical territory. One group comprises the municipalities g immediately west of Lake Manitoba and north-westward inclusive of toms. The Riding Mountain fringe municipalities of Clanwilliam, ton, Grandview and Hillsburg south of the Duck Mountains are also uded. Edward, Sifton and Ellice also fall into this category largely use of the occurrence of stretches of sandy soil and periodic drought. rally speaking these municipalities while having serious problems of use such as drainage, light grey-wooded soils and rough topography the most productive of the below average municipalities. There are, tively speaking, larger areas of good soil which combined with ad- nt grazing and hay lands, are well suited to mixed grain and live- k production. There is, however, and there will continue to be, a deal of farming which cannot be classified much above a subsistence l. Many districts contain scattered and isolated settlements which the provision of adequate social services difficult and relatively ly.

The second group of below average municipalities is found in the r-lake area, including the municipality of Lawrence, east of Lake



Dauphin. Despite the general poverty of the soil in this group there are localized areas where farmers have adapted themselves to conditions and have produced a most successful pattern of agricultural development. This is most true in municipalities bordering the lakes. But the extension of settlement into definitely sub-marginal lands has resulted in abandonment in many instances, and where settlers have remained, to farm at a subsistence level, the burden on the tax payers in better areas of the municipality has been extremely heavy; so heavy indeed that in several instances municipal government has broken down and in other cases is only maintained by generous grants for relief and social services by the provincial government.

The remaining group of municipalities lies in the south-eastern section of the province. Strictly speaking the municipality of Whitemouth and the eastern half of Lac du Bonnet should be classified above the general level of this group. However, settlement is spreading rapidly away from the land along the rivers and if such continues without adequate direction based on soil surveys, acute problems will undoubtedly arise. Three municipalities have been disorganized in this area.

In total the below average municipalities account for 21.7 per cent of the farm acreage and 13.6 per cent of the crop acreage of the province.

SUMMARY AND CONCLUSIONS

The greater part of the province of Manitoba ranks moderately high gh in economic status and development. There is ample evidence to ate that the great agricultural resources of the province are being as effectively as the limitations of markets and other factors ex- l to the individual farm permit. This is not to say that a stabil- agricultural economy has been reached. The factors of soil and to impose rigidities in the productive set-up of any area or region, ynamic changes in the economic environment are of increasing im- nce and will have to be met.

Use by Economic Group - Table 27

	Number	Per cent Land improved	Per Cent Manitoba Farm Acreage	Per Cent Manitoba Improved Acreage
average	21	77.2	24.70	32.30
go	53	58.8	53.52	54.09
average	37	28.1	21.78	13.61

It will be observed from the above table that one important factor determines the relative economic rating of municipalities is the of farm land which has been put into productive use. High rating ipalities have almost the entire area in production while at the ex- lower end a level of around only 10 per cent is found. Under these stances there can not be anything else but wide disparity in muni- revenues.

In areas of existing or potentially low productivity, both extens- and intensively, this condition is universally associated with un- xtension of settlement. Private and public policy in the future e directed to maintain a high degree of self-sufficiency in those

inal or sub-marginal areas which are now being farmed. It is even greater importance to suggest that settlement be restricted and certainly not encouraged into such areas until soil surveys have disclosed possibilities and limitations of these districts. The desire of local governments to relieve themselves of tax-reverted land, so as to increase the number on the nominal tax roll, may only result in worsening their financial situation.

When soil surveys are completed no form of public or private pressure should permit any other use than that which such scientific knowledge suggests. As has been done elsewhere the state should purchase land which is definitely non-agricultural and zone its use for recreational or forest purposes. Municipalities relieved of providing social and other services in such areas would be much better off. It is customary elsewhere for the provincial government to pay a nominal acreage tax to the municipality for such land based on the much lower returns from much lower economic use.

Over the greater part of the agricultural area of the province, farmers, individually and collectively may be counted on to blend their knowledge gained from practical experience with the results of agricultural research workers and produce a pattern of proper land use. It is in those areas where nature's bounty is limited and "the curse of the poor is their poverty" that society in general must cooperate to find a solution for private and governmental units whose condition is one of chronic difficulty. In the next chapter we shall reveal the financial situation of municipal units in these areas. Rural relief, disorganized local government and grants-in-aid from the provincial government are symptoms not remedies. There should be a concentration of all our facilities for investigation, research and agricultural extension on the problems of these areas.

CHAPTER V.

MUNICIPAL FINANCE IN RELATION TO ECONOMIC STATUS

In this chapter an attempt is made to correlate taxation and taxable capacity. The long established canon of taxation "ability to pay" is, except for taxation on incomes, an elusive concept. In the last chapter an economic rating of municipalities was developed and three broad economic groups were derived. These groups provide a basis for suggesting the relationship that exists between the ability of municipal units to the relative tax burden and other factors of our municipal system of taxation and expenditures. Taxable acreage has been used as the unit of comparison throughout.

Revenues and Expenses per Taxable Acre

Table 28 shows revenues and expenses per taxable acre by economic groups for rural municipalities. Figures were computed for (a) an average of 1935 and 1936 and (b) 1937. While it would have been desirable to employ figures covering a wider range of years, the lack of reliability and consistency in statistics compiled prior to 1935, made this impossible.

The most significant feature of Table 28 is the very high correlation that is to be found between productive capacity and relative revenues and expenses in the various groups in both periods considered. As might be expected the equalized assessment per taxable acre in the combined years 1935 and 1936 is highest in group A, (above average municipalities) and considerably lower in group B (average municipalities) and group C (below average municipalities). The range is from $21.16 per taxable acre in group A to $6.60 in group C, while the equalized assessment

per taxable acre in the average municipalities amounted to $13.66. Similarly the highest tax imposed per taxable acre, 38 cents, occurs in group A. There is a relatively sharp drop to 29 cents in group B, with a more gradual decline to 25 cents per taxable acre in the below average group. The fact that tax levies are highest in group A does not necessarily imply that the burden of taxes is heavier in that group than in those of lower rating. The higher taxes per acre merely indicate that the large acreages of productive soils and developed economic resources permit of a greater contribution to the public treasury. This results in a higher standard and wider range of public services as will be evident from the discussion which follows.

Total net revenue in group A municipalities averaged 38 cents per taxable acre as compared with 29 cents in group B and 24 cents in group C. Total net revenue is calculated by adding the amount obtained in revenue from other sources to the net tax imposed and then deducting the sum set aside by the municipality as a tax reserve.

In general, Table 28 indicates that a close conformity exists between the economic rating of rural municipalities and their expenditures for public services. The total operating costs in the municipalities of group A averaged 37 cents per acre of taxable land. Total costs in group B were 8 cents lower or 29 cents per taxable acre, while the total operating costs of the municipalities of the "below average" group averaged 24 cents per taxable acre.

It will be observed that expenses for purposes of education constituted the greatest single item of expense in the budgets of all municipalities. Expenditure for school purposes ranged from 13 cents per taxable acre in group A to 8 cents per acre in group C. In the munici-

TABLE 28.

REVENUES AND EXPENSES PER TAXABLE ACRE BY ECONOMIC GROUPINGS, RURAL MUNICIPALITIES OF MANITOBA. (AVERAGE 1935 - 1936, AND 1937)

REVENUE

	EQUALIZED ASSESSMENT		NET TAX IMPOSED		TOTAL NET REVENUE	
	(a)	(b)	(a)	(b)	(a)	(b)
A ABOVE AVERAGE	$ 21.19	20.48	$ .38	.41	$ .38	.43
B AVERAGE	13.66	13.95	.29	.31	.29	.31
C BELOW AVERAGE	6.60	7.00	.25	.26	.24	.25

EXPENSES

	SCHOOL PURPOSES		DEBENTURE PURPOSES		TOTAL UNCONTROLLABLE EXPENSE		PUBLIC WORKS		PROTECTION OF PERSONS AND PROPERTY		SOCIAL SERVICES		ADMINISTRATION		TOTAL OPERATING COST	
	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)
A ABOVE AVERAGE	$ .13	.14	$ .04	.05	.21	.23	.07	.09	.0045	.0054	.04	.04	.03	.03	.37	.42
B AVERAGE	.10	.11	.03	.03	.16	.17	.05	.06	.0029	.0037	.03	.03	.03	.03	.29	.30
C BELOW AVERAGE	.08	.09	.025	.026	.12	.13	.05	.05	.0016	.0024	.02	.026	.038	.037	.24	.26

(a) Average 1935 - 36

(b) 1937

ities of group A, 7 cents per taxable acre were spent for public works. cost of public works per taxable acre was the same for the two other ups. Expenditures for social services were slightly higher in group A n in the other groups while administration costs were approximately al.

Table 28 also includes similar data for 1937. Insofar as the year 7 witnessed in many respects, a more normal agricultural situation, the ures for that year may be said to be more indicative of the actual te of municipal finance in Manitoba. The equalized assessment per tax- e acre was slightly lower in group A in 1937, dropping by 71 cents per e. The figures for groups B and C were slightly higher. In general, h revenues and expenditures were higher for 1937, with the greatest im- vement appearing in group A. While the net tax imposed in group A e from 38 cents per taxable acre in 1935-36 to 41 cents in 1937, total revenue was 5 cents higher per acre in the latter period. A similar rease is noted in group A for total operating costs.

EDUCATIONAL SERVICES
REVENUES AND COSTS IN RELATION TO ECONOMIC RATING

In the study of "Education in Manitoba" (Part II) a report of the Manitoba Economic Survey written by D.S.Woods, several chapters are devoted to an analysis of ability and effort to provide for schools in local areas. The author's summary and conclusion (Page 133) refer to, among other things: "The marked differential in revenues and expenditures over all types of school district and community", and, "The major emphasis in the distribution of provincial aid to school districts upon "Efficiency" or the extension of school services rather than distributing on the basis of need".

Dr. Woods in his report measures need by such terms as "high assessment" and "low assessment" districts. In this report we attempt to add further objectivity to the measurement of need and ability by means of our relative economic rating of the municipalities. Variations within a municipality by school districts are not disclosed in this present analysis. It can be taken for granted that they exist. Variations within the economic rating groups, by municipalities, are of course, significant and the extent of the variations we shall disclose at a later point.

In Table 29 we present the various items of school revenue by groups. The basis of comparison is twofold: first, per teacher employed, and second, per pupil enrolled. The standard deviation (S.D.) and the co-efficient of variation (C.V.) are also given. The standard deviation is a statistical measure which indicates how widely individual items of a group depart from the average. For instance, in group A there are

twenty-two municipalities. In this group the average provincial grant per teacher employed is $232.50. The lowest amount was $128.58 and the highest $485.57. If the various items cluster around the average, the standard deviation tends to be small. However, the significance of the standard deviation depends upon the size of the average. In group A (Table 29) the S.D. for provincial grant per pupil enrolled is only $4.46. But the average grant per pupil enrolled is $8.85, and thus the grants per pupil are less uniform than the grants per teacher. In order to secure comparable measures of variation the standard deviation (S.D) is taken as percentage of the mean, giving what is known as the co-efficient of variation (shown in the table as C.V.) For example, provincial grants per teacher employed vary most between municipalities in the below average group. For all other items in Table 29 except "Revenues from taxes and grants per teacher employed", there is also more variation between municipalities in the low income groups. This is to be expected from the data and information given in Chapter IV where it was indicated that in group C there are wide variations in productivity between municipalities. Groups A and B are more homogeneous in every respect.

With the foregoing explanation in mind Table 29 may be interpreted. It will be observed that the average provincial grant per teacher employed shows a tendency to increase as the economic rating decreases. This is as it should be. The question as to whether or not the grants are fairly proportionate to need is another matter. In this report no attempt is made to explain variations which occur as a result of educational policy. If the purpose of provincial financial aid to local schools should be based on a greater emphasis on need, the data presented in Table 29 may be suggestive.

Provincial grants calculated on a basis of pupils enrolled show somewhat similar characteristics to the foregoing data. It will be noted, however, that the co-efficient of variation is greater in most cases than for teacher employed.

Local efforts to raise taxes and provide school services are measured in items 3 and 4. The general picture may be shown by comparing group A, the highest economic rating with group C, which is the lowest. In this case, ability and effort for the most productive municipalities are considerably greater than that of the lowest group.

Similarly, tax revenues per pupil enrolled decrease steadily as productivity decreases.

Items 5 and 6, apart from a few minor sources of income, measure the total amount of money available for education purposes. These data present in composite and comparable form, the variations which exist in educational services within the rural parts of Manitoba. It will be seen that provincial grants tend to remove in part, the disparities noted in 3 and 4. The authors of this report are not qualified to say whether or not the total revenues for the C group represent an adequate provincial minimum standard. There may be some who believe that a revenue income or approximately $1,000 per teacher, which amount typifies what prevails in the best areas of the province, is not high enough in relation to the ability of those municipalities to provide educational services. The only significance which the authors claim for their analysis is that:

1. There is a definite relationship between the economic rating of municipalities, as a group, and ability and effort to provide educational services.

2. While the above relationship exists as between groups, there is a wide variation, between municipalities of more or less equal economic status as to educational effort.

TABLE 29.

EDUCATIONAL REVENUES IN RELATION TO ECONOMIC RATING.

GROUP	1 PROVINCIAL GRANTS PER TEACHER EMPLOYED					2 PROVINCIAL GRANTS PER PUPIL ENROLLED					3 TAX REVENUE PER TEACHER EMPLOYED				
	Average Grant	Highest	Lowest	S. D.	C. V.	Average Revenue	Highest	Lowest	S. D.	C. V.	Average Revenue	Highest	Lowest	S. D.	C. V.
ABOVE AVERAGE	$232.50	485.57	128.58	90.70	39.01	$ 8.85	19.15	3.82	4.46	50.39	$869.10	1,208.17	479.75	219.72	25.28
AVERAGE	238.24	541.31	135.39	85.33	35.82	9.48	24.69	3.72	4.16	43.88	772.31	1,215.24	374.86	221.52	28.68
BELOW AVERAGE	283.73	1,171.81	142.51	168.87	59.52	10.05	36.15	3.47	5.98	59.50	520.12	874.45	157.10	236.67	45.50

GROUP	4 TAX REVENUE PER PUPIL ENROLLED					5 REVENUE FROM TAXES AND GRANTS PER TEACHER EMPLOYED					6 REVENUE FROM TAXES AND GRANTS PER PUPIL ENROLLED				
	Average Revenue	Highest	Lowest	S. D.	C. V.	Average Revenue	Highest	Lowest	S. D.	C. V.	Average Revenue	Highest	Lowest	S. D.	C. V.
ABOVE AVERAGE	$ 31.94	48.27	14.26	9.70	30.37	$1,103.46	1,535.06	609.52	268.14	24.30	$40.79	62.65	18.07	13.16	32.26
AVERAGE	30.19	56.26	11.86	9.74	32.26	1,010.54	1,788.34	546.06	259.45	25.67	39.67	77.42	19.50	12.16	30.65
BELOW AVERAGE	18.17	40.48	5.96	8.84	48.65	803.85	1,394.53	505.57	194.91	24.25	28.22	52.54	17.28	9.62	34.09

3. Economic rating as devised and used in this report provides a supplemental guide in equalizing provincial grants on the basis of need.

DEBENTURE DEBT BY ECONOMIC GROUPINGS

Table 30 shows that in 1936 the municipalities of above average rating had an outstanding debenture debt amounting to 48 cents per acre of taxable land. Of this total, 3 cents per acre had been incurred for the purpose of building roads. Groups B and C had an outstanding debenture debt of 37 cents and 32 cents per acre respectively, with debt for good roads purposes amounting to 20 cents and 15 cents per acre respectively. It is of significance to note that outstanding good roads debentures were highest in the municipalities of groups B. and C.

TABLE 30

DEBENTURE DEBT PER TAXABLE ACRE IN THE RURAL MUNICIPALITIES OF MANITOBA BY ECONOMIC GROUPING 1936

Group	Good Roads Debentures		Total Debentures and Deferred Liabilities	
	1936	1937	1936	1937
(A) Above average	$ .13	.12	$ .48	.45
(B) Average	.20	.19	.37	.35
(C) Below average	.15	.15	.32	.26

The relatively favourable economic situation arising from a fairly good crop at high prices in 1937 resulted in some reduction in principal indebtedness. Total debentures and deferred liabilities were three cents per acre lower in group A, two cents lower in group B and six cents lower in group C.

CHAPTER VI

TAX DELINQUENCY IN THE RURAL MUNICIPALITIES OF MANITOBA

Problem, Purpose and Method

Among the many vexing fiscal problems confronting municipal governments, tax delinquency occupies a prominent place. The general depression in the early years of this decade reduced the farmer's income to the point where in many cases, he found it almost impossible to meet his tax payments. In some instances, the accumulation of tax arrears forced municipalities to institute tax sale proceedings against the delinquent property.

The extent to which the property within a municipality has become delinquent is important, not only because it acts as a barometer of financial difficulty, but because it is, in itself, a cause of further trouble. When any considerable portion of the taxes remain unpaid, it becomes necessary to increase tax rates in order to obtain the same revenue as before. Thus an added and unbearable burden falls on the live assessment, with the inevitable result of inadequate support for public institutions and enterprises.

In connection with the present study an attempt was made to determine the extent of tax delinquency in the province of Manitoba. To this end the secretary-treasurer of each rural municipality and the tax collectors in disorganized territory were asked to submit quite detailed reports on the situation within their districts. They were asked to fill in prepared forms, showing each parcel of land which had passed through the hands of the municipal council because of tax delinquency in the last three years. In addition, information was supplied classifying each parcel as belonging either to the Crown, the municipality, as having

been sold outright or as belonging to the municipality under agreement of sale. Finally, the municipal official was asked to estimate the value of each parcel and to indicate, on the basis of local experience, what he considered the best purpose for which the land was suited. These data are shown in Table 31, and are portrayed graphically in the map (1) appearing on the following page.

Briefly, our purpose was twofold. In the first place we attempted to determine the amount of property which, for various reasons has fallen into arrears of taxes to the point where tax sale proceedings became necessary. Secondly, we sought to estimate the extent of land which is non-tax revenue bearing at the present time.

The most significant feature disclosed by the information compiled is that the province is witnessing today, what might be called the creation of a new public domain. Whereas, during the years of Manitoba's growth, the Crown provided settlers with land for homesteading, the reverse is taking place today. Well over one million acres of land are now owned by the rural municipalities of Manitoba, while approximately 1,500,000 acres belong to the Crown.

Tax Delinquency in Relation to Economic Rating

For the purposes of studying the extent of tax delinquency and non-revenue bearing land in rural municipalities of Manitoba, we have classified them according to the productivity rating computed in a previous section, except that we have divided each group into two divisions of relativelymore or less acute tax delinquency, so that we might make a closer analysis of the problem.

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(1) In the case of Russell and Woodlea, the municipal officials included in their returns, tax delinquent lands which had not yet been sold for taxes. This renders them somewhat incomparable, relative to the other municipalities.

TABLE 31.

TAX DELINQUENCY IN THE RURAL MUNICIPALITIES OF MANITOBA.

	Municipality	Total Acreage	Total Tax Delinquent and Tax Reverted Land	Crown	Municipal	Agreement	Sold	Average Value $	Potential Use
(A) Above Average Group A1.									
	Cartier	131,107	15,302	2,992	-	2,504	9,806	11.51	Mostly crop, some crop and hay.
	MacDoanld	274,660	55,647	19,259	-	12,229	24,159	14.17	Mostly crop.
	Montcalm	112,000	33,821	-	-	-	-	-	No details given.
	Morris	246,950	27,980	2,360	-	3,320	22,300	17.43	All crop land.
	Rhineland	230,400	498	-	498	-	-	-	Crop land.
	Ritchot	83,300	4,598	320	-	160	4,118	12.89	Mostly crop land.
	Roland	115,200	2,056	1,111	-	2,056	-	18.65	Crop.
	Rosser	108,960	4,161	560	2,732	120	749	8.60	Crop and hay land.
	Stanley	207,360	6,763	1,280	121	-	5,362	17.02	No details given.
	Thompson	126,720	-	-	-	-	no returns	-	-
Group A2.									
	Brenda	184,320	73,158	2,400	960	160	69,638	15.27	Almost all crop land.
	De Salaberry	160,280	30,087	7,915	1,380	9,798	10,994	7,87	Crop, hay and pasture.
	Dufferin	218,880	7,760	1,320	2,840	-	3,600	8.74	Crop, hayland and pasture.
	Hamiota	137,600	4,634	1,760	634	-	2,240	8.84	Mostly crop, some pasture.
	Lorne	230,400	10,422	4,876	461	125	4,960	12.06	Mostly crop, some hayland very little game preserve.
	Louise	230,240	20,711	4,120	640	766	15,185	13.60	Mostly crop, some pasture and bush.
	Minto	92,160	3,600	960	-	160	2,800	10.25	Crop.
	Pembina	270,080	18,921	6,621	1,028	346	10,926	7.49	Crop, mixed farming, some pasture.
	Portage la Prairie	493,002	74,167	37,819	36,348	-	-	6.07	Crop and hay, some grazing (public shooting grounds 11,056 acres, Indian Reserve 8,800 acres).
	St. Andrews	101,347	20,512	371	4,691	6,782	8,668	5.88	Mostly crop, some hay and stony pasture.
	St. Francois-Xavier	49,300	-	-	-	-	no returns	-	-
	Whitewater	138,240	-	-	no returns	-	-	-	-
(B) Average Group B1.									
	Argyle	188,993	-	-	no returns	-	-	-	-
	Blanshard	138,084	4,629	800	-	-	3,829	14.37	No details given.
	Cameron	183,989	58,026	5,950	2,080	320	49,676	10.56	Crop (some poor), some grazing, poplar.
	Cornwallis	132,000	19,573	3,894	12,009	480	3,190	2.81	Some crop, some pasture.
	Elton	138,240	7,802	39	11	-	7,698	16.42	Some crop.
	Franklin	228,605	-	-	no returns	-	-	-	No details given.
	Gilbert Plains	218,465	14,893	320	2,628	320	11,625	-	No details given.
	Glenwood	139,378	17,528	1,280	1,921	1,104	13,223	12.82	Crop and pasture.
	Grey	230,400	57,840	12,400	10,560	23,120	11,760	2.73	Crop and some sandy pasture.
	Langford	134,955	19,800	8,560	2,480	640	8,120	4.63	Mostly good for reforestation, little crop.

(B) Average
Group B1. (Cont'd.)

Municipality	Total Acreage	Total Tax Delinquent and Tax Reverted Land	Crown	Municipal	Agreement	Sold	Average Value	Potential Use
							$	
Morton	276,480	7,440	1,760	640	320	4,720	9.65	Mostly crop, some pasture.
Norfolk S.	177,280	27,277	5,911	5,676	5,532	10,158	5.06	Light sandy land, mostly unsuitable for crop, some wood.
Oakland	138,240	8,000	640	1,120	320	5,920	15.15	Hay and grazing.
Odanah	91,360	4,720	3,200	1,520	-	-	8.94	Mixed farming.
Pipestone	276,480	99,792	16,485	12,770	-	70,537	-	Mostly crop, some pasture, (some light soil).
Riverside	139,744	9,042	2,305	-	-	6,737	7.86	Mostly crop, some hay, pasture and reforestation.
Roblin	171,615	-	-	-	-	-	-	No details given.
Saskatchewan	132,480	3,456	1,047	2,409	-	-	3.33	Mostly pasture, some crop.
Shoal Lake	138,240	12,905	4,312	1,472	-	7,121	7.27	Mostly crop, some grazing.
Springfield	261,619	-	-	no returns	-	-	-	No details given.
Strathclair	138,240	13,071	3,351	-	-	9,720	16.04	Mostly crop, some wood.
St. Clements	195,888	-	-	no returns	-	-	-	No details given.
Tache	138,812	29,058	12,219	6,920	5,660	4,259	-	Stones and brush (hay lands) some mixed farming.
Turtle Mountain	221,763	7,031	3,842	21	160	3,008	12.12	No details given.
Whitehead	137,512	10,980	1,650	3,963	-	5,367	3.48	Pasture, some crop and reforestation.
Winchester	184,320	39,319	10,924	2,357	640	25,398	12.80	Crop and pasture.
Woodworth	198,325	44,759	6,280	4,407	-	34,072	10.26	No details given.
Group B2.								
Albert	184,320	81,878	6,093	6,290	954	68,541	7.50	Crop, pasture and hay.
Archie	138,240	32,953	16,289	13,634	1,590	1,440(1)	2.35	Pasture and crop.
Arthur	181,755	6,300	5,500	800	-	-	9.18	Crop, pasture, some reforestation.
Birtle	207,360	29,242	6,240	5,950	640	16,412	4.92	Pasture, hay and some crop land.
Brokenhead	179,355	25,268	6,285	13,637	4,865	-	4.18	No details given.
Cypress N.	286,819	52,528	20,281	15,111	-	21,415	6.66	32,528 acres Spruce Woods Reserve and military camp; mixed farming, pasture.
Cypress S.	264,960	48,253	22,583	10,626	2,491	12,553	2.64	96,292 acres Spruce Woods Reserve, very little crop some pasture.
Daly	136,320	9,470	3,357	4,833	1,280	-	1.16	Pasture.
Dauphin	218,880	68,955	25,019	22,482	12,385	9,069	1.00	Crop and pasture, some hay and wood.
Hanover	183,202	26,926	9,038	6,000	4,400	7,488	3.76	Mixed farming.
Harrison	138,240	4,154	1,455	947	780	972	5.00	Crop and hay, some pasture.
Miniota	207,360	25,206	5,289	12,380	1,595	5,942	6.36	Crop and pasture.
Norfolk N.	276,480	37,980	18,300	4,840	9,000	5,840	3.57	Mixed farming, pasture and hay; little reforestation.
Rockwood	294,385	-	no returns	-	-	-	-	-
Rosedale	206,560	33,200	10,240	5,420	3,280	13,780	9.02	Some reforestation.
Rossburn	167,040	25,161	16,233	480	540	7,908	6.13	Mostly crop; some hay and pasture.
Russell	138,240	31,899	12,403	8,243	800	10,453	7.12	Pasture and crop.
Shellmouth	137,455	12,515	4,725	4,362	2,390	1,038	5.68	Crop; some crop and pasture.
Shell River	179,251	39,840	19,680	4,160	7,040	8,160	5.56	No purpose given.
Silver Creek	149,700	2,712	1,571	309	832	-	8.55	Pasture and crop.
Strathcona	118,139	5,600	320	640	320	4,320	5.79	Some crop, pasture and wood.
Ste. Anne	113,695	40,844	21,903	10,057	6,668	2,196	1.16	Pasture and hay land - considerable brush.

(1) Does not include lands sold for taxes and for which title has not yet been obtained for reasons other than debt adjustment delay.

TABLE 31 (Cont'd.) 3.

Group B2. (Cont'd.)

	Municipality	Total Acreage	Total Tax Delinquent and Tax Reverted Land	Crown	Municipal	Agreement	Sold	Average Value	Potential Use
								$	
	Swan River	412,000	75,175	36,121	18,879	7,662	12,033	3.81	480 Acres not classified; not very good crop land; covered by heavy scrub; some pasture some reforestation.
	Victoria	183,680	37,448	25,469	570	960	10,449	4.70	10,160 acres Spruce Woods Reserve. Sec. Treas. suggests townships 8-12 very sandy, would turn it into game preserve. Much of land sandy, has not been broken yet. Some land suitable for crop now used as hay lands.
	Wallace	274,945	59,398	10,225	19,413	1,280	28,480	7.24	Mostly crop; some pasture and hay land.
(C) Below Average Group C1.									
	Bifrost	182,343	72,038	45,795	10,368	6,686	9,189	-	Mostly bush and hay land; very little cleared land - suitable for crop if cleared.
	Boulton	133,793	21,105	20,385	-	480	240	3.30	Crop and pasture; some swamp; reforestation.
	Clanwilliam	92,160	24,792	12,306	3,476	1,598	7,412	-	Mostly poor land; hills, stony and swampy; timber on some of it has been cut; partly broken up at one time but allowed to go back; some pasture.
	Edward	184,152	15,560	8,760	3,040	2,960	800	10.48	Suitable for crop if they get rain.
	Ellice	136,735		no	returns				
	Ethelbert	276,880	106,805	72,025	19,280	12,020	3,480	.50	Pasture; some hay.
	Gimli	72,935	9,948	1,280	4,748	2,400	1,520	3.58	Mixed farming; reforestation.
	Glenella	207,360	152,640	35,120	59,720	19,120	38,360	3.55	Includes 30,400 acres disorganized December 31/37. Hay, crop and pasture.
	Grandview	286,100	16,360	12,320	160	3,880	-	4.03	12,800 acres timber reserve.
	La Broquerie	206,981	16,561	-	4,100	12,461	-	3.11	Mixed farming.
	Lakeview	149,453	98,469	36,203	54,844	6,790	472	.55	Mostly pasture, some hay and crop. Sec. Treas. suggests bulk of land marked pasture, particularly 15-10, 16-10, 17-10, require reforestation as ultimate solution.
	Lansdowne	184,320	44,240	6,960	19,320	5,120	12,840	-	No estimate of value or purpose given.
	McCreary	230,400	120,622	25,992	68,470	17,440	8,720	.97	Hayland and pasture; mostly inferior and unfit for crop; game preserve; some sandy and gravel ridges.
	Minitonas	291,056	108,570	69,023	16,033	17,269	6,245	3.32	34,626 acres forest reserve; crop and pasture; considerable reforestation.
	Ochre River	127,592	46,628	18,867	8,410	160	19,191	.81	Hay and pasture; some crop; some reforestation.
	Sifton	207,360	37,393	4,648	5,099	800	26,846	6.42	Hay; some crop and pasture; some bush.
	Ste. Rose	174,582	95,320	36,541	34,781	8,282	15,716	.46	Land quite poor; some mixed farming and pasture; mostly stony; swampy and covered with bush.
	Westbourne	309,857	82,181	13,420	49,115	8,046	11,600	4.34	Hay and grazing; some farm land.
	Whitemouth	168,875			no returns				
	Woodlands	268,012	106,880	12,320	34,040	15,300	45,220	.56	Almost all pasture; some crop and hay.
Group C2.									
	Armstrong	150,540	126,809	47,452	52,963	6,415	19,979	.91	Hay and pasture; some crop land, but none of it worth more than $1.25 per acre; swampy.
	Birch River	-	6,261	2,366	1,361	1,317	1,217	1.17	169,311 acres non-tax revenue bearing; land poor in present state; swampy, cut over. (Disorganized)
	Chatfield	-	-	-	28,500	-	-	-	(Disorganized); hay and pasture.

Group C2. (Cont'd.)

Municipality	Total Acreage	Total Tax Delinquent and Tax Reverted Land	Crown	Municipal	Agreement	Sold	Average Value $	Potential Use
Coldwell	207,360	98,820	41,990	37,093	3,595	16,142	4.75	Hay, pasture and garden.
Ericksdale	185,170	123,680	35,840	75,520	7,680	4,640	-	Difficult to sell any land, therefore, cannot estimate value - land not agricultural some fit for hay and pasture, other fit for no purpose.
Fisher Branch	-	-	-	1,600	-	-	-	(Disorganized)
Hillsburg	157,440	34,960	17,200	6,000	7,840	3,760	2.43	No purpose shown.
Kreuzburg	-	31,118	24,824	6,194	-	-	1.36	Not complete; shown only as a sample; wild hay; large proportion unbroken; much stony and swampy land. (Disorganized)
Lac du Bonnet	322,560	113,363	101,537	1,746	-	-	-	10,080 acres not classified; some stony hay land; considerable reforestation.
Lawrence	229,000	136,137	61,536	41,038	13,765	19,798	-	No actual value without demand for it; most of it should never have been opened for farming; makes an ideal range country.
Mossey River	251,436	37,680	24,080	10,560	2,080	960	.60	No purpose given.
Piney	207,477	49,664	8,324	26,264	8,237	6,839	1.05	Almost all reforestation; some crop and pasture.
Siglunes	156,700	88,418	49,818	23,475	3,809	11,316	1.23	Mixed farming, with possible game reserve.
Sprague	-	-	no	returns	-	-	-	(Disorganized)
St. Laurent	109,219	77,022	10,550	15,419	1,480	49,478	3.11	Hay and cattle raising.
Stuartburn	-	77,378	58,540	15,398	2,480	960	1.22	Hay land and pasture; some reforestation; swampy; (Disorganized.)
Woodlea	172,800	122,704	51,096	53,931	623	17,054	1.66	Mostly game preserve and haylands; some crop.

TAX DELINQUENT AND NON TAX REVENUE BEARING LAND

1 of

MANITOBA 1937

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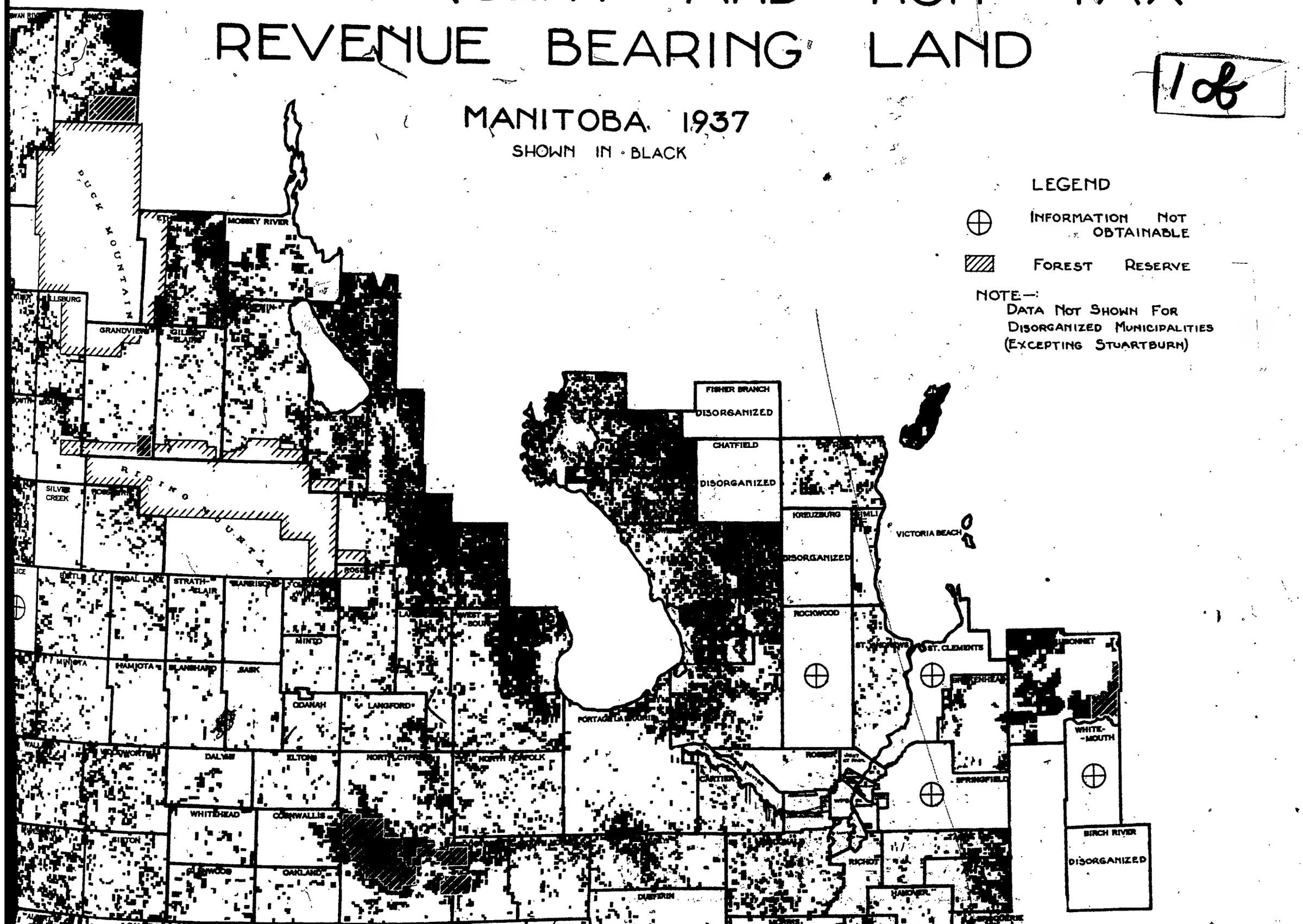

MANITOBA 1937

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LEGEND

⊕ INFORMATION NOT OBTAINABLE

▨ FOREST RESERVE

NOTE→:
DATA NOT SHOWN FOR DISORGANIZED MUNICIPALITIES (EXCEPTING STUARTBURN)

2 of 2

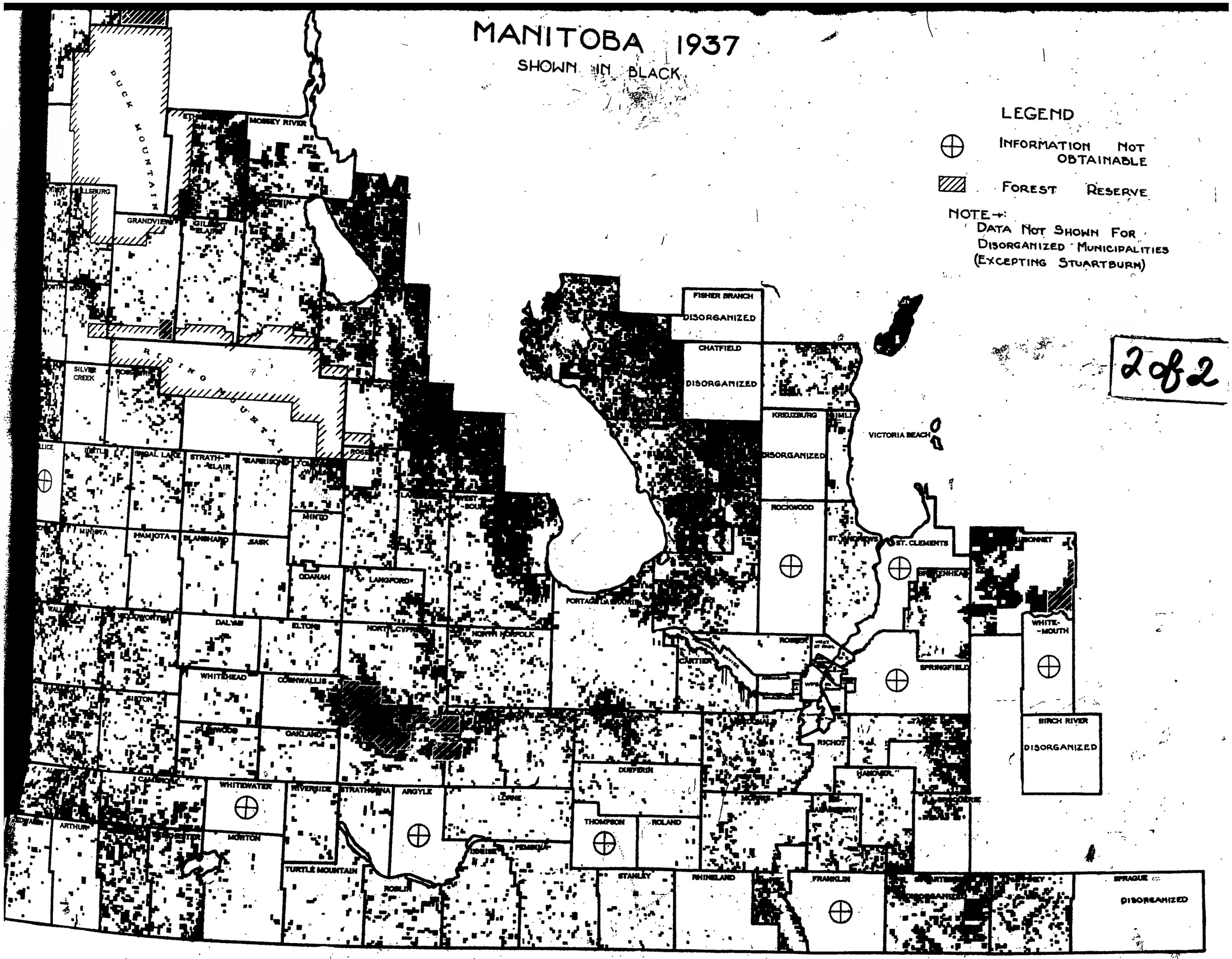


Table 31 represents a condensed summary of the returns submitted by the secretary-treasurers of the rural municipalities. In some few cases the municipal officials have failed to submit returns. Their number, however, is too small to detract in any way from the value of the composite picture presented.

Group A1.

The municipalities in this group, while having to face the problem of tax delinquency, are generally in a much better position than those of the other groups. The municipality of Montcalm accounted for the highest percentage of tax delinquent and Crown land in relation to total municipal acreage. It is significant too, that only 3,351 acres of land have reverted to the municipality in this group. The average value per acre of delinquent and Crown lands in group A is higher than for any other group. Moreover, most of the delinquent land has been designated by the municipal officials as suitable for crop purposes. In view of this fact, therefore, it would seem that with a return of normal crop and general economic conditions the farmers of these municipalities should be in a position to redeem the major portion of land which has gone into tax sale.

Group A2.

The municipalities in this sub-group are only in a slightly less favourable position with regard to tax delinquency than those of the former. The municipality of Brenda accounted for the highest proportion of tax delinquent land in relation to total municipal area. The report from the rural municipality of Portage la Prairie indicates that no land is at present held in tax sale, but that a total of slightly over 36,000 acres are in the hands of the municipality while almost 38,000

acres belong to the Crown. The latter does not include some 11,000 acres reserved by the provincial government as public shooting grounds. In the municipality of Brenda, somewhat less than 70,000 acres have fallen into tax sale, the whole of it being sold in 1934. It was the opinion of the secretary-treasurers, however, that most of this land could be redeemed during 1937 and 1938. Whereas in Group A1 the majority of delinquent land was almost wholly suitable for crop purposes, we find that in Group A2 a considerable proportion of the tax-distress land has been designated as suitable only for pasture.

Group B1.

In Group B1 the total delinquent and non-revenue bearing acreage represents 13.95 per cent of total municipal acreage. These municipalities provide for the first time, in this analysis, areas in which plans for suitable land utilization seem to be essential. It will no doubt be noted that some variation exists as to the position of individual municipalities within this group. In the municipalities of Langford, Riverside and Whitehead, the suggestion has been made that reforestation might prove a worthwhile solution to the tax delinquency problem. The delinquent lands in South Norfolk are said to be unsuitable in the main for crop, due to the light and sandy soil.

The average value per acre for this group as a whole is $9.12, ranging from $16.42 per acre in the municipality of Elton to $2.73 in the municipality of Grey. In most cases, the values given are those which appear on the assessment roll. As is pointed out by several officials the cash or sales value is considerably less than the assessed value. For example, the secretary-treasurer of the municipality of Cameron estimates that the cash value per acre based on the few sales

made in recent years is no more than half of the assessed value.

Group B2.

The municipalities of sub-group B2 find themselves in a position somewhat more difficult than those of the preceding group. The percentage of municipal acreage which has become tax delinquent or belongs to the municipality or Crown is generally higher (17.35 per cent). The average value per acre is $5.13. According to the suggestion of the municipal officials, the tax delinquent lands of this group are not as suitable for crop purposes as were those in the first three groups. There appear to be considerable areas of land suitable only for pasture and hay, with small sections suitable for mixed farming. Among the suggestions offered is one by the secretary-treasurer of the municipality of Victoria, who would turn part of his municipality into a public shooting reserve. He points out that much of the land is sandy and has not yet been broken. Officials of several municipalities in this group have demarcated various districts in which the most suitable plan would call for reforestation. The Spruce Woods Forest Reserve occupies a considerable proportion of the area of South Cypress, and stretches into North Cypress and Victoria.

Group C1.

Table 31 shows that with Group C1 we definitely enter the municipalities of relatively low productivity. Of the total area of these municipalities 32.8 per cent is either non-tax revenue bearing or delinquent. We find too that a relatively higher proportion of the property is in the hands of the municipal and the provincial governments. The average value per acre is $3.07. Very little of the delinquent land in this group is said to be suitable for cultivated crop purposes

the most productive use being for hay and pasture. The delinquent land in the municipality of Clanwilliam has been described as mostly poor, characterized by hills, stones, and swamps. At some time in the past the available and usable timber was cut. Some of the land was partly broken up at one time but has now been abandoned. In the municipality of Lakeview the bulk of the land in townships 15, 16 and 17, range 10 W. has been designated as pasture land, but requires reforestation as the ultimate solution for proper use. Reforestation was also the recommendation with respect to a considerable portion of the delinquent lands in Minitonas and Ochre River. The opinion of the secretary-treasurer of Edward is that all the land in this municipality is suited for crop if they get rain. In the municipality of McCreary the unused lands are reported to consist mainly of sandy and gravel ridges covered with jack pine and spruce and are, in the main, unfit for crop.

Group C2.

The municipalities of those groups are marginal with substantial areas wholly unoccupied and sub-marginal under present conditions. It is in this group that we find the disorganized municipalities. The extent of the tax delinquency problem is in general indicated by the high percentage of total municipal area which has become delinquent, or which belongs to the municipality or Crown. It is in most cases exceedingly difficult to sell the land which has fallen into tax sale. As a result most of it has reverted to the municipality.

Armstrong is the only municipality in which any significant amount of the delinquent land has been described to us as suitable for crop purposes, but this was qualified by the statement that none of the crop land was worth more than $1.25 per acre. Some of the land is

suitable for hay and pasture, while other portions can be used for garden purposes. In the main, however, the land has never been cultivated, being stony and swampy, and is only suitable for reforestation or reservation as public shooting grounds. The secretary-treasurer of the municipality of Lac du Bonnet described the vacant land in township 13, range 9E. as unfit for settlement. In his opinion it is valueless except for reforestation and indicates that practically no new settlers have arrived since 1918. He points out that certain swampy lands might, if reclaimed, be suitable for mixed crop and pasture. Other sections of this municipality are described as partly suitable for agriculture, but they are at present very difficult of access, and the cost of roads may make development prohibitive. The whole of township 14, range 12, is said to be wild rocky country, interspersed with low swampy spots. It is generally hopeless from an agricultural standpoint, and is even of doubtful value for reforestation. It does, however, appear to be suitable as a game reserve. The water is too dangerously swift, to permit the region being widely used for recreational purposes. The unused lands of the rural municipality of Siglunes are described as mainly suited for ranching, the soil being suitable for hay and pasture but not for grain growing. Similarly the lands of the municipality of St. Laurent are described as mainly su itable for cattle raising. Townships 16 and 17 range 3 are mostly unoccupied. They were formerly held for speculation and were used as hay lands.

In the municipality of Coldwell the tax distressed acreage is partly suitable for dairying and ranching. In most cases it is too stony and low for cropping. In the municipality of Ericksdale several townships contain small blocks which are apparently hay lands. These

are, however, comprised largely of scattered hay sloughs and scrub, there being no large blocks of land in the municipality which could properly be identified with any one purpose. We are given to understand that some years ago, most of the municipality was covered with heavy spruce and poplar bluffs. A small percentage of this wood was cut off, and handled through small portable sawmills but by far the larger part of it was burnt and in the burning process much of the top soil was destroyed. It is doubtful whether the district will ever again produce more than small poplar for domestic fuel and in the opinion of the secretary-treasurer reforestation is out of the question. In the municipality of Lawrence there is as much unoccupied land as there is land on the tax roll. According to the secretary-treasurer the district north of township 26, should never have been opened up for farming purposes, as it is altogether too stony and, where not stony, is broken up by considerable muskeg and marsh land. A considerable part of the delinquent lands in the municipality of Piney requires reforestation.

TABLE 32

PER CENT OF TOTAL MUNICIPAL ACREAGE DELINQUENT OR NON-TAX REVENUE BEARING AND AVERAGE VALUE PER ACRE BY ECONOMIC GROUPS, RURAL MUNICIPALITIES OF MANITOBA

GROUP	TOTAL MUNICIPAL ACREAGE	TOTAL DELINQUENT AND NON-TAX REVENUE BEARING ACREAGE	PER CENT	AVERAGE VALUE PER ACRE
A 1	1,509,937	150,826	9.99	$ 13.47
A 2	2,118,309	263,972	12.46	9.61
B 1	3,704,787	516,941	13.95	9.12
B 2	4,683,996	812,905	17.35	5.13
C 1	3,585,336	1,176,112	32.80	3.07
C 2	2,149,702	1,117,753	51.99	1.77

Tax Arrears

Up to this point in our discussion we have considered tax delinquency in terms of the number of acres of land which have fallen into tax sale. The returns submitted by the municipal officials do not cover those properties which were in arrears of taxes for short periods, but which have not yet been sold.

Table 33 indicates the relative extent of tax delinquency in dollars and cents.

The basis for considering the tax delinquency situation is as in previous sections, the economic ratings of the municipalities. In this table tax arrears have been taken as a percentage of current taxes imposed,

Group A2 displays the most favourable position in this regard. In that group tax arrears formed 23.75 per cent of current taxes imposed. The percentage in Group A1 was 29.83, the remaining groups seem to be in a relatively more unfavourable position with 30.55 per cent in Group B1; 33.61 per cent in Group B2; 54.92 per cent in Group C1 and 56.79 in Group C2.

TABLE 33

TAX ARREARS IN PER CENT OF CURRENT TAXES IMPOSED
RURAL MUNICIPALITIES OF MANITOBA, AVERAGE 1932-1936

Group	Current Taxes Imposed	Tax Arrears	Tax Arrears in per cent of current taxes imposed
A1	$ 3,835,094	$ 1,144,155	29.83 %
A2	4,631,143	1,099,365	23.75
B1	7,725,688	2,360,471	30.55
B2	7,563,542	2,542,061	33.61
C1	4,103,331	2,253,834	54.92
C2	1,584,961	900,172	56.79

Tax Delinquency in the Villages and Towns of Manitoba

Table 34 represents a condensed summary of information submitted by the officials of the majority of the villages and towns of Manitoba.

The per cent of the area in arrears in the case of villages varies from 2 per cent in the village of Gilbert Plains to 75 per cent in the case of Winkler. The secretary of the village of Garson reports that 24.6 per cent of the area of that village is tax revenue bearing. In the village of Napinka where tax arrears amounted to $5,390 no tax sale has been held to date. An effort seems to have been made to defer such tax sale as long as possible.

The significant fact disclosed by the table is that the majority of tax delinquent lands which have come into tax sale ultimately revert to the municipality, indicating that there is very little demand for such property on the part of private purchasers.

On the basis of a sample of 10 towns which have submitted returns we find that the percentage of town area in arrears of taxes ranges from 12 per cent in Oak Lake to approximately 60 per cent in the town of Selkirk. The amount of tax arrears in The Pas is $195,985. In the town of Selkirk the total tax arrears amounted to $161,176, besides $191,189 which had reverted to the town.

Conclusion

In this section of the report a great deal of reliance has had to be placed on the opinions expressed by municipal secretaries as to the data itself and as to the value and prospective use of tax delinquent land. In those areas where soil maps are available most of the opinions on use can be checked. Unfortunately soil maps have not been

TAX DELINQUENCY IN THE VILLAGES AND TOWNS OF MANITOBA
AS AT DECEMBER 31st, 1937.

VILLAGES	TAX ARREARS	PERCENTAGE OF AREA IN ARREARS	REVERTED TO MUNICIPALITY	AGREEMENTOR	SOLD
Binscarth	$ 1,362,93	app. 30%	1 lot -$64.53	2 lots $75.82	
Foxwarren	59 lots	27 %	6 lots	4 lots	
Garson	59 lots	25 %	16 lots	NIL	24.6% of area tax revenue bearing
Gilbert Plains	$ 1,211.73	2 %	$1,176.82	NIL	
Gimli	240 parcels	20 %	116 parcels (vacant)		24 lots
Great Falls		no delinquent tax			
Manitou	$ 3,508.66	app. 28 %	$1,394.13		$ 115.00
Melita	239 lots	53 %	NIL	NIL	
Napinka	$ 5,390.00	53 %	(have not held tax sale to date)		
Shoal Lake	113 lots 115 acres	20% lots and 62% acreage	113 lots 83 acres		
Teulon	105 lots	18 %	38 lots		20 lots
Winkler	12½ lots	75 %	1 lot	5½ lots	
Wawanesa	72 acres	11 %	NIL	NIL	

TABLE 34. (Cont'd.)

TOWN	TOTAL DELINQUENT	PER CENT OF AREA IN ARREARS	REVERTED TO MUNICIPALITY	AGREEMENT OR SOLD
Boissevain	$ 12,854.63	app. 50%	$ 1,093.80	$ 45.00
Dauphin	256 lots	12.4%	553 lots	50 lots
Deloraine	17,311.75	" 30%	1,248.27	NIL
Morris	4,095.24		4,584.85	$ 682.00 5,000.00
Neepawa	16,000.00		18,000.00	
Oak Lake	2,023.92	12%	665.44	637.68
Rapid City	9,527.86 (Tax arrears)	44%	5,586.28	7,610.00 (sold for 1562.18)
Rivers	16,226.08	55%	10,245.52	NIL
Selkirk	161,176.57	app. 60%	191,189.67	5,466.29
The Pas	195,985.00		11,125.00	300.00
Tuxedo	1,600 acres		NIL	NIL

made for those areas where the greatest tax delinquency exists. Until such information is available no one can say with certainty as to what is the best use for our tax delinquent lands, and until such lands are put into their highest use the tax-delinquency problem in parts of rural Manitoba will remain serious and insoluble.

APPENDIX 1

In order to understand fully the statistics included in this report relative to the Receipts from the Sale of Principal Farm Products, the following explanation by the Dominion Bureau of Statistics is included:

"This publication contains estimates of monthly receipts from the sale of principal farm products for the province of Manitoba, Saskatchewan and Alberta for the years 1926 to 1936. This material has been prepared in response to requests for current information on the economic condition of agriculture. Ultimately, it is planned to make available similar information for these years for all provinces, and to publish monthly estimates of receipts. Because the number of important products was smaller and marketing data for such products more complete, the estimates for the prairie provinces were undertaken first.

Products Included

"For the prairie provinces these monthly estimates of cash income include receipts from the sale of the following 15 products:

Wheat	Flax	Horses	Butterfat
Oats	Hay	Cattle and calves	Fluid Milk
Barley	Potatoes	Sheep and lambs	Wool
Rye		Hogs	Eggs

"For the prairie provinces it is estimated that the commodities listed above account for 95 per cent of the annual gross cash income from the sale of farm products. Several minor products have been omitted pending the availability of adequate information on which to estimate monthly sales. These include among others, poultry, meat, honey, truck crops (of increasing importance in Manitoba) and sugar beets for Alberta. These commodities will be included in a statement of annual gross cash income which is in the course of preparation.

Sources of Data

"Monthly sales of the principal grain crops were secured from weekly and annual statements of elevator receipts and platform loadings. No adjustment has been made in these estimates for grain sold and later withdrawn from country elevators. Monthly carloadings were used to estimate sales of hay and potatoes. The estimates of cash receipts from hay largely represent the hay sold off farms in each province for sale in urban centres or in other provinces. The proportion of the potato crop sold

each year was determined by use of Census information on "crops sold or to be sold" and yearly changes in carloadings.

"Sales of horses were derived from statements of exports by provincial ports and from numbers going through the St. Boniface Yards at Winnipeg.

"Farm to farm transfers do not appear in estimates of income from this source. The monthly reports of output of live stock were the basis for estimating sales of hogs, cattle and calves, and sheep and lambs. These estimates were adjusted to include live stock sold for local slaughter. The basis for this adjustment was decided upon by reference to the Census reports of 1926 and 1931.

"Monthly sales of butterfat were based upon the production of creamery butter. Fluid milk sales were estimated from dairy reports and unpublished data in the Dominion Bureau of Statistics. Reports of carloadings and information received from Canadian Cooperative Wool Growers formed the basis for a determination of monthly wool marketings. Sales of eggs were secured from monthly carloadings and egg inspection records.

"In July 1930, the Agricultural Branch of the Dominion Bureau of Statistics began collecting each month the average prices received for important farm products. These prices have been used in making the estimates of monthly receipts from July 1930 to date. For the period prior to July 1930, farm prices were determined by deducting transportation and handling charges from terminal market prices.

"These estimates of receipts from the sale of farm products are not statements of gross cash income from agricultural marketings. They do not include all the products sold by farmers. Adjustments have not been made for shipments of live stock into feeding areas, and for grain purchased in one part of a province and sold for feed or seed in another part of the same province. The estimates do not include income received by farmers from other than farm sources. For the years 1926 to 1930 the monthly receipts from grain were not adjusted to account for the operations of the "Pools". To some extent the seasonal distribution of farm receipts was altered by the Pool method of payment and it is intended to revise the series later as more definite information becomes available. There will be some minor changes in these estimates as more adequate data respecting volume of sales and farm prices are secured. These will not, however, greatly affect the estimates as given in this release".

APPENDIX II

AGRICULTURAL STATISTICS BY MUNICIPALITIES - 1936
(Data from the Census 1936)

Municipality	Total Acres	Farm Acreage	% in Farm avg. 22.1	Improved Acreage	% Improved Avg. 53.2	Livestock Units per 100 farm acres avg. 4.43
(1)						
Birch River	208,189	30,436	14.62	6,955	22.85	3.49
Hanover	183,202	158,174	86.34	63,429	40.10	6.62
La Broquerie	206,981	64,892	31.35	22,330	34.41	3.76
Piney	207,477	47,663	22.97	10,622	22.29	4.01
Ste. Anne	113,695	68,048	59.85	30,582	44.94	6.52
Sprague	305,437	42,422	13.89	6,035	14.23	2.46
Stuarthurn	276,480	139,879	50.59	25,803	18.45	6.49
Tache	138,812	107,978	77.79	62,885	58.24	5.96
(2)						
De Salaberry	160,280	130,488	81.41	89,875	68.88	4.58
Franklin	228,605	206,109	90.16	128,319	62.26	4.55
Montcalm	112,000	107,928	96.36	95,284	88.28	3.63
Morris	246,950	238,834	96.71	220,260	92.22	2.39
Rhineland	230,400	225,706	97.96	204,904	90.78	3.90
Roland	115,200	114,747	99.61	108,713	94.74	3.48
Stanley	207,360	198,733	95.84	145,671	73.30	4.77
Thompson	126,720	119,189	94.06	85,698	71.90	3.53
(3)						
Argyle	188,993	183,574	97.13	106,425	57.97	3.43
Korne	230,400	219,241	95.16	153,215	69.88	3.17
Louise	230,240	224,546	97.53	166,753	74.26	2.92
Pembina	270,080	253,818	93.98	162,092	63.86	3.62
Riverside	139,744	134,438	96.20	84,487	62.84	3.05
Roblin	171,615	164,506	95.86	103,011	62.62	2.97
Strathcona	118,139	109,843	92.98	60,178	54.79	3.58
Turtle Mountain	221,763	209,788	94.60	133,789	63.77	3.60
(4)						
Albert	184,320	145,476	78.93	92,975	63.91	2.55
Arthur	181,755	154,555	85.03	116,441	75.34	1.96
Brenda	184,320	166,740	90.46	139,063	83.40	2.02
Cameron	183,989	147,985	80.43	101,700	68.72	2.77
Edward	184,152	127,227	69.09	89,326	70.21	2.93
Morton	276,480	196,805	71.18	141,632	71.97	3.30
Whitewater	138,240	135,237	97.83	109,064	80.65	2.45
Winchester	184,320	153,677	83.38	110,184	71.70	2.46
(5)						
Brokenhead	179,355	127,436	71.05	69,349	54.42	6.03
Lac du Bonnet	322,560	64,261	19.92	21,774	33.88	4.65
St. Clements	195,888	102,975	52.57	44,091	42.82	6.98
Springfield	261,619	170,169	65.04	100,501	59.06	5.61
Whitemouth	168,875	54,144	32.06	25,213	46.57	5.07

APPENDIX II (Cont'd)

Agricultural Statistics by Municipalities - 1936
(Data from the Census 1936)

Municipality	Total Acres	Farm Acreage	% in Farm avg. 72.1	Improved Acreage	% Improved Avg. 53.2	Livestock Units per 100 farm acres avg. 4.43
(6)						
Cartier	131,107	128,570	98.06	103,947	80.85	3.24
Dufferin	218,880	208,944	95.46	163,368	78.19	4.24
Grey	230,400	208,453	90.47	150,806	72.35	4.27
MacDonald	274,660	264,162	96.18	222,650	84.29	2.06
Ptge. la Prairie	493,002	370,710	75.19	275,881	74.42	3.97
Ritchot	83,300	78,688	94.46	57,197	72.69	4.10
(7)						
Cornwallis	132,000	103,024	78.05	59,332	57.59	4.63
Cypress North	286,819	206,092	71.85	131,613	63.86	3.65
Cypress South	264,960	123,519	46.62	75,802	61.37	4.01
Elton	138,240	133,554	96.61	100,775	75.46	3.21
Norfolk North	276,480	240,325	86.92	156,173	64.98	4.14
Norfolk South	177,280	152,783	86.18	92,085	60.27	3.66
Oakland	138,240	133,340	96.46	91,188	68.39	2.94
Victoria	183,680	108,198	58.91	66,856	61.79	3.47
(8)						
Daly	136,320	120,638	88.50	70,937	58.80	3.10
Glenwood	139,378	130,994	93.98	100,219	76.51	3.32
Pipestone	276,480	227,469	82.27	150,175	66.02	3.27
Sifton	207,360	168,722	81.37	67,666	40.10	3.58
Wallace	274,945	228,593	83.14	122,466	53.57	4.01
Whitehead	137,512	130,819	95.13	89,146	68.14	3.07
Woodworth	198,325	186,011	93.79	113,985	61.28	3.40
(9)						
Rockwood	294,385	185,000	62.84	92,526	50.01	5.89
Rosser	108,960	92,066	84.50	66,632	72.37	4.57
St. Andrews	181,347	123,816	68.28	59,752	48.26	6.19
St.Francois Xav.	49,300	45,195	91.67	26,526	58.69	3.48
Woodlands	268,012	118,859	44.35	52,638	44.29	6.00
(10)						
Glenella	207,360	77,999	37.62	42,687	54.73	6.46
Lakeview	149,453	54,062	36.17	23,767	43.96	7.27
Langford	134,955	113,636	84.20	78,780	69.33	3.82
Lansdowne	184,320	124,148	67.35	73,283	59.03	4.73
McCreary	230,400	99,198	43.05	47,383	47.77	4.68
Rosedale	206,560	155,933	75.49	100,380	64.37	3.40
Westbourne	309,857	192,763	62.21	122,264	63.43	5.68
(11)						
Archie	138,240	106,501	77.04	57,963	54.42	4.42
Birtle	207,360	191,901	92.54	87,581	45.64	3.53
Blanshard	138,084	137,887	99.86	80,211	58.17	3.69
Clanwilliam	92,160	66,539	72.20	22,879	34.38	4.48
Ellice	136,735	72,648	53.13	38,533	53.04	3.63
Hamiota	137,600	133,479	97.01	87,794	65.77	3.51
Harrison	138,240	107,167	77.52	49,317	46.02	3.36
Miniota	207,360	165,804	79.96	92,226	55.62	3.57

APPENDIX II (Cont'd)

Agricultural Statistics by Municipalities - 1936
(Data from Census 1936)

Municipality	Total Acres	Farm Acreage	% in Farm avg. 72.1	Improved Acreage	% Improved Avg. 53.2	Livestock Units per 100 farm acres avg. 4.43
(11 cont'd)						
Minto	92,160	87,334	94.76	53,041	60.73	3.73
Odanah	91,360	89,089	97.51	46,255	51.92	3.06
Saskatchewan	132,480	131,780	99.47	70,542	53.53	3.35
Shoal Lake	138,240	133,483	96.56	62,246	46.63	3.47
Strathclair	138,240	126,340	91.39	64,815	51.30	3.00
(12)						
Armstrong	150,540	29,347	19.49	6,796	23.16	10.40
Bifrost	182,343	117,323	64.34	22,883	19.50	5.75
Chatfield	207,360	91,692	44.22	13,628	14.86	6.75
Coldwell	207,360	113,338	54.66	6,284	5.54	6.44
Eriksdale	185,170	63,699	34.40	11,946	18.75	7.32
Fisher Branch	149,760	73,546	49.11	16,172	21.99	5.45
Gimli	72,935	55,767	76.46	10,342	18.55	5.66
Kreuzeberg	201,600	121,387	60.21	15,797	13.01	5.86
St. Laurent	109,219	13,836	12.67	617	4.46	17.28
Siglunes	156,700	78,134	49.86	6,986	8.94	7.52
Woodlea	172,800	35,213	20.38	7,169	20.36	7.53
(13)						
Dauphin	363,928	241,132	66.26	136,960	56.80	4.44
Ethelbert	276,880	97,290	35.14	37,005	38.04	4.86
Lawrence	229,000	59,038	25.78	13,493	22.85	7.58
Mossey River	251,436	109,425	43.52	35,829	32.74	5.33
Ochre River	127,592	69,074	54.14	31,351	45.39	5.33
Ste. Rose	174,582	90,272	51.71	47,530	52.65	5.73
(14)						
Boulton	133,793	79,280	59.26	31,288	39.47	3.78
Gilbert Plains	218,465	185,901	85.09	114,018	61.33	3.89
Grandview	286,100	161,170	56.33	80,844	50.16	3.60
Hillsburg	157,440	84,139	53.44	24,926	29.62	3.95
Rossburn	167,040	145,591	87.16	61,904	42.52	4.87
Russell	138,240	116,714	84.43	52,350	44.85	3.22
Shellmouth	137,455	115,883	84.31	53,232	45.93	3.37
Shell River	179,251	166,767	93.04	79,888	47.90	4.18
Silver Creek	149,700	121,995	81.49	57,741	47.33	3.75
(15)						
Minitonas	291,056	146,819	50.44	58,541	39.87	4.42
Swan River	412,000	236,711	57.45	125,452	53.00	4.10

APPENDIX III

VALUE OF PRODUCTS SOLD AND TOTAL INCOME PER FARM ACRE
(Census Data)

Municipality	Field Crops Avg. 70¢	Dairy and Livestock Avg. 44¢	Total Income (1) Avg. $2.20
(1)			
Birch River	$ .12	$ .19	$ 2.27
Hanover	.58	.71	3.40
La Broquerie	.36	.29	2.32
Piney	.30	.19	1.97
Ste. Anne	.47	.60	3.41
Sprague	.17	.10	1.93
Stuartburn	.13	.44	1.94
Tache	.64	.53	3.28
(2)			
De Salaberry	1.91	.52	3.95
Franklin	1.66	.46	3.23
Montcalm	3.65	.45	5.38
Morris	2.87	.38	4.07
Rhineland	2.15	.52	4.10
Roland	2.87	.65	4.60
Stanley	1.50	.59	3.56
Thompson	2.15	.61	3.70
(3)			
Argyle	.30	.37	1.39
Lorne	.83	.38	2.21
Louise	.72	.31	1.69
Pembina	.78	.46	2.13
Riverside	.73	.34	1.71
Roblin	.70	.28	1.60
Strathcona	.27	.39	1.41
Turtle Mountain	.83	.32	1.82
(4)			
Albert	.32	.10	.88
Arthur	.46	.08	.99
Brenda	.82	.08	1.33
Cameron	1.07	.12	1.80
Edward	.17	.13	.72
Morton	.90	.22	1.75
Whitewater	1.56	.24	2.35
Winchester	.75	.09	1.32

(1) Includes value of products consumed on farm, crops sold, forest products, stock sold alive and consumed on farm, dairy products and receipts from lodgers.

APPENDIX III (Cont'd)

Value of Products Sold and Total Income Per Farm Acre
(Census Data)

Municipality	Field Crops Avg. 70¢	Dairy and Livestock Avg. 44¢	Total Income Avg. $2.20
(5)			
Brokenhead	$.54	$ .44	$ 2.97
Lac du Bonnet	.45	.37	2.48
St. Clements	1.67	.59	4.52
Springfield	1.60	.53	4.56
Whitemouth	.86	.49	3.08
(6)			
Cartier	1.13	.84	3.04
Dufferin	1.74	.67	3.44
Grey	1.07	.62	2.62
MacDonald	2.19	.43	3.30
Portage la Prairie	1.11	.56	2.71
Ritchot	2.46	.45	4.57
(7)			
Cornwallis	.91	.50	2.58
Cypress North	.30	.40	1.39
Cypress South	.61	.43	1.78
Elton	.35	.35	1.35
Norfolk North	.26	.42	1.49
Norfolk South	.44	.43	1.93
Oakland	.53	.35	1.56
Victoria	.33	.38	1.39
(8)			
Daly	.23	.33	1.24
Glenwood	.57	.33	1.55
Pipestone	.53	.21	1.33
Sifton	.33	.32	1.14
Wallace	.35	.53	1.63
Whitehead	.45	.36	1.39
Woodworth	.36	.41	1.51
(9)			
Rodkwood	.56	.75	3.00
Rosser	1.40	.78	4.82
St. Andrews	1.28	.65	4.26
St. Francois Xavier	.84	.42	2.21
Woodlands	.42	.59	2.06
(10)			
Glenella	.17	.45	1.46
Lakeview	.48	.77	1.99
Langford	.33	.48	1.63
Lansdowne	.17	.48	1.49
McCreary	.21	.33	1.34
Rosedale	.30	.33	1.43
Westbourne	.49	.62	2.03

APPENDIX III (Cont'd)

Value of Products Sold and Total Income Per Farm Acre
(Census Data)

Municipality	Field Crops Avg. 70¢	Dairy and Livestock Avg. 44¢	Total Income Avg. $2.20
(11)			
Archie	$ .50	$ .51	$1.66
Birtle	.50	.40	1.58
Blanshard	.39	.46	1.63
Clanwilliam	.33	.39	1.73
Ellice	1.01	.38	2.05
Hamiota	.37	.59	2.61
Harrison	.56	.31	1.78
Miniota	.44	.45	1.61
Minto	.44	.44	1.94
Odanah	.23	.31	1.28
Saskatchewan	.23	.43	1.31
Shoal Lake	.42	.48	1.56
Strathclair	.78	.37	1.91
(12)			
Armstrong	.07	.68	1.77
Bifrost	.35	.41	2.29
Chatfield	.08	.44	2.09
Coldwell	.06	.45	1.53
Eriksdale	.09	.52	1.99
Fisher Branch	.11	.34	1.49
Gimli	.18	.35	2.50
Kreuzeberg	.28	.37	2.26
St. Laurent	.04	.94	2.84
Siglunes	.06	.60	1.82
Woodlea	.11	.59	2.13
(13)			
Dauphin	.74	.41	2.37
Ethelbert	.53	.42	2.15
Lawrence	.21	.57	1.74
Mossey River	.32	.35	1.69
Ochre River	.64	.61	2.19
Ste Rose	.31	.62	1.74
(14)			
Boulton	.55	.31	1.94
Gilbert Plains	.84	.55	2.42
Grandview	.52	.45	2.00
Hillsburg	.41	.30	1.41
Rossburn	.42	.44	1.98
Russell	.57	.30	1.45
Shellmouth	.50	.32	1.54
Shell River	.64	.47	1.85
Silver Creek	.68	.32	1.66
(15)			
Minitonas	.72	.55	2.19
Swan River	.94	.73	2.61

APPENDIX IV:

STATISTICAL INFORMATION RESPECTING THE MUNICIPALITIES OF MANITOBA, - 1937.

		REVENUE			EXPENSE								UNMATURED DEBENTURES AND DEFERRED LIABILITIES, DECEMBER 31, 1937	
Municipality	Acres of Taxable Land	Equalized Assessment	Net Tax Imposed	Total Net Revenue	School Purposes	Debenture Purposes	Total Uncontrollable Expenses	Public Works	Protection of persons and Property	Social Services	Administration	Total Operating Cost	Good Roads Debentures	Total Debentures and Deferred Liabilities
		$	$	$	$	$	$	$	$	$	$	$	$	$
A. Brenda	181,638	1,931,000	48,964	50,552	13,211	1,400	19,511	5,626	412	9,386	7,927	43,574	-	20,000
Cartier	129,638	2,553,000	72,571	74,331	20,720	8,251	36,792	14,520	172	10,202	6,585	69,827	62,553	110,258
De Salaberry	151,358	2,807,000	54,357	58,935	20,251	7,332	33,982	11,630	303	5,114	5,533	58,420	-	67,691
Dufferin	214,790	4,396,000	77,366	74,570	24,606	15,643	51,316	11,703	1,463	4,907	4,956	79,964	91,638	186,710
Hamiota	136,994	2,971,000	51,653	50,415	25,176	-	29,346	9,368	417	2,531	3,568	45,230	-	-
Lorne	218,938	3,578,000	84,027	85,552	37,232	928	45,762	22,292	1,566	7,204	7,747	85,875	-	3,100
Louise	229,400	3,908,000	67,847	71,081	20,033	328	33,180	8,363	1,167	5,142	6,534	55,900	-	292
MacDonald	272,857	5,823,000	134,906	137,736	40,112	40,561	97,828	14,976	10	4,417	6,505	125,892	39,096	430,730
Minto	88,860	1,898,000	29,192	29,365	11,791	-	15,694	5,582	794	4,367	2,357	28,952	-	9,340
Montcalm	111,000	2,999,000	55,362	59,088	20,907	5,531	33,929	8,411	683	8,223	4,094	57,056	7,043	39,985
Morris	245,644	5,696,000	114,704	126,487	36,532	30,253	84,883	32,886	114	9,037	6,386	133,306	15,105	283,995
Pembina	269,693	3,850,000	65,655	70,545	27,713	-	38,051	16,212	633	7,518	4,782	68,520	-	30,806
Portage La Prairie	437,568	9,816,000	171,039	184,904	44,693	26,588	87,682	52,872	3,012	16,380	13,453	180,967	28,143	124,557
Rhineland	228,640	6,276,000	129,951	144,229	46,585	6,317	65,910	38,328	2,005	21,737	8,316	136,298	-	61,166
Ritchot	80,963	2,051,000	45,442	47,954	13,792	3,903	23,355	10,273	85	5,946	3,718	44,251	19,811	19,811
Roland	114,360	3,103,000	47,697	49,427	17,433	7,835	35,201	13,224	1,038	3,025	6,766	60,407	-	123,388
Rosser	104,030	2,364,000	58,829	54,600	16,100	6,753	27,514	15,727	484	6,685	4,299	55,128	29,646	29,646
St. Andrews	172,296	3,261,000	100,546	106,241	27,706	15,455	50,696	29,825	766	13,918	10,858	108,011	130,674	130,674
St. Francois - Xavier	48,327	835,000	25,736	26,276	5,834	4,340	11,729	2,071	149	3,650	4,235	21,902	26,309	29,635
Stanley	204,426	4,915,000	69,926	73,150	30,224	-	38,747	13,480	1,218	13,981	3,680	72,840	-	14,242
Thompson	125,280	2,322,000	45,895	47,011	15,362	-	19,269	16,005	1,254	3,607	5,378	46,523	-	-
Whitewater	137,280	2,582,000	49,800	48,443	19,401	2,287	28,484	12,960	3,528	1,744	3,569	51,110	21,482	59,124
Average Per Taxable Acre		$ 20.48	.41	.43	.14	.05	.23	.09	.0054	.04	.03	.42	.12	.45
B.														
Albert	176,706	907,000	39,427	39,810	8,080	9,713	19,176	5,263	748	4,016	10,444	40,214	93,072	93,072
Archie	117,028	1,434,000	32,888	33,677	11,640	-	13,870	4,491	419	2,593	5,571	27,444	-	-
Arthur	181,286	1,215,000	44,093	44,858	8,662	-	13,919	6,525	382	4,427	7,170	32,857	-	31,236
Argyle	187,850	2,925,000	44,789	46,021	16,604	-	21,645	10,507	632	5,753	3,297	43,849	-	-
Blanshard	127,495	2,783,000	51,561	55,884	19,023	-	23,008	25,599	729	2,419	4,856	56,765	-	-
Birtle	203,309	2,983,000	58,708	58,463	25,044	12,132	41,586	6,022	575	3,594	3,755	55,813	107,404	107,404
Brokenhead	170,000	2,310,000	87,640	81,787	18,169	7,490	36,711	19,291	205	8,566	10,081	77,217	-	119,003
Cameron	177,724	1,893,000	39,937	43,014	12,910	8,765	24,569	3,872	272	1,808	6,319	37,648	88,902	88,902
Cornwallis	127,000	1,596,000	26,740	28,284	5,961	6,881	16,209	1,202	342	3,015	2,274	23,396	59,300	59,693

APPENDIX IV.

B. (Cont'd.)

Municipality	Acres of Taxable Land	REVENUE: Equalized Assessment	REVENUE: Net Tax Imposed	REVENUE: Total Net Revenue	EXPENSE: School Purposes	EXPENSE: Debenture Purposes	EXPENSE: Total Uncontrollable Expenses	EXPENSE: Public Works	EXPENSE: Protection of Persons and Property	EXPENSE: Social Services	EXPENSE: Administration	EXPENSE: Total Operating Cost	UNMATURED DEBENTURES AND DEFERRED LIABILITIES, DECEMBER 31, 1937: Good Roads Debentures	Total Debentures and Deferred Liabilities
		$	$	$	$	$	$	$	$	$	$	$	$	$
Daly	134,035	1,645,000	31,416	31,888	11,432	-	13,900	8,183	418	4,173	2,719	29,508	-	-
Dauphin	285,500	3,306,000	111,604	102,171	30,475	21,530	58,433	14,653	64	11,768	12,004	102,171	107,976	169,221
Elton	137,000	3,205,000	39,034	38,824	12,066	-	20,132	11,154	387	4,518	3,091	39,281	-	3,116
Franklin	214,000	3,738,000	75,582	74,317	27,274	9,027	46,261	10,038	92	5,879	4,949	68,138	-	127,716
Gilbert Plains	185,316	1,997,000	52,426	54,500	21,426	7,483	33,763	10,323	1,107	3,718	5,008	54,418	66,603	82,606
Glenwood	138,056	2,286,000	30,962	31,812	10,121	5,557	19,106	3,047	1,467	3,124	4,778	32,172	29,822	44,278
Grey	214,640	2,790,000	96,434	92,721	32,126	23,804	65,118	7,937	1,408	7,673	6,744	89,545	59,213	305,451
Hanover	169,775	1,788,000	65,437	66,131	33,355	-	41,732	14,387	454	3,324	4,454	64,812	-	-
Harrison	108,068	1,601,000	37,607	35,358	14,575	476	19,798	8,320	65	4,079	3,022	35,485	-	14,474
Langford	134,924	2,289,000	26,746	26,333	10,770	-	15,323	3,988	231	2,529	2,974	25,188	-	2,466
Miniota	173,597	2,907,000	72,030	75,105	36,728	11,422	54,126	5,817	1163	2,716	5,427	68,561	104,184	113,184
Morton	201,845	2,886,000	40,480	40,426	14,920	4,235	23,415	2,806	527	4,108	4,929	36,112	39,368	39,368
North Cypress	239,761	3,125,000	45,380	44,678	20,320	-	24,835	10,422	264	4,815	3,906	44,370	-	-
North Norfolk	250,000	3,094,000	66,459	67,138	25,348	4,010	37,845	15,775	2,138	7,786	4,435	68,701	-	40,525
Oakland	128,500	2,601,000	41,159	37,498	12,088	7,293	23,963	4,646	181	3,858	3,584	36,441	62,858	71,003
Odanah	90,560	1,852,000	21,919	22,602	9,270	-	13,435	6,343	274	2,026	1,873	24,319	-	17,993
Pipestone	274,320	3,257,000	81,915	83,179	27,116	15,800	51,778	6,658	2,973	3,845	8,762	74,557	133,015	151,751
Riverside	138,655	2,000,000	30,969	30,178	10,956	-	15,069	4,532	725	2,714	3,863	28,026	-	20,854
Roblin	171,207	2,492,000	46,955	45,248	12,586	450	18,985	6,299	656	2,721	6,336	35,701	-	2,966
Rockwood	233,946	3,363,000	102,624	98,225	35,063	19,790	62,362	13,176	465	14,215	9,773	101,753	132,555	144,884
Rosedale	179,600	2,987,000	63,972	62,214	20,423	-	29,718	7,915	284	10,922	9,977	58,932	-	84,183
Rossburn	160,995	1,745,000	32,378	32,384	12,197	-	14,826	8,996	570	4,079	4,444	33,265	-	-
Russell	111,942	1,382,000	34,600	32,297	10,365	4,054	22,270	3,297	323	2,491	3,861	32,578	33,012	121,170
Ste. Anne	110,000	1,052,000	33,563	36,201	11,735	5,757	19,849	7,704	79	5,395	6,105	39,718	48,228	48,611
St. Clements	142,540	2,379,000	87,645	78,212	24,802	5,616	36,577	15,579	-	14,972	10,138	77,367	30,607	54,511
Saskatchewan	128,448	2,235,000	35,804	36,231	11,539	-	17,341	8,067	386	4,719	2,852	33,646	-	22,221
Shellmouth	133,280	1,390,000	35,160	36,397	15,403	-	19,508	6,690	259	1,841	4,214	33,004	-	25,281
Shell River	157,400	1,706,000	53,001	55,084	24,922	-	30,209	9,587	939	6,055	7,081	53,899	-	28,646
Shoal Lake	137,562	2,075,000	29,496	30,954	12,970	1,084	19,189	9,388	1,034	2,611	3,751	36,482	-	21,479
Silver Creek	124,677	1,818,000	30,510	28,160	11,162	-	14,042	9,656	228	2,496	3,724	30,397	-	563
South Cypress	143,000	1,648,000	37,300	36,333	12,409	1,308	21,807	7,257	547	4,613	3,643	38,221	-	32,922
South Norfolk	165,340	2,539,000	55,814	57,467	20,379	954	29,560	15,352	641	5,576	4,400	56,565	-	30,331
Springfield	211,701	3,560,000	112,520	114,274	28,176	20,102	57,364	29,726	444	16,462	11,819	115,815	122,218	209,187
Strathclair	122,637	1,982,000	42,574	43,782	17,197	-	21,421	12,355	1,072	7,626	3,086	46,866	-	17,398
Strathcona	116,482	1,845,000	26,901	28,002	10,762	-	14,756	4,314	550	2,788	3,139	25,712	-	6,174
Swan River	297,879	4,099,000	113,451	109,114	41,304	7,846	59,250	24,037	895	9,111	7,958	101,439	69,470	69,470
Tache	119,329	1,372,000	51,920	49,779	15,152	3,210	22,638	5,973	6	4,288	6,722	41,325	-	50,512
Turtle Mountain	218,892	2,941,000	56,327	51,154	17,620	-	28,034	5,086	1,593	5,969	8,002	48,763	-	69,112
Victoria	119,187	1,729,000	36,486	37,252	14,918	-	22,349	10,330	157	5,501	3,919	42,818	-	23,576
Wallace	248,377	3,453,000	69,672	67,416	20,608	15,494	43,342	15,174	606	4,452	6,243	69,827	143,471	146,271
Whitehead	133,563	2,215,000	32,346	32,101	10,803	-	14,900	5,974	568	2,138	2,702	26,282	-	-
Winchester	162,089	2,210,000	43,499	43,620	12,502	-	17,201	7,901	2,088	2,259	7,731	37,692	-	22,259
Woodworth	195,735	3,172,000	77,764	75,071	21,965	17,545	47,352	10,823	751	5,360	4,899	70,042	150,016	165,016
Average Per Taxable Acre		$ 13.95	.31	.31	.11	.03	.17	.06	.0037	.03	.03	.30	.19	.35

APPENDIX IV. (Cont'd.)

Municipality	Acres of Taxable Land	REVENUE: Equalized Assessment	REVENUE: Net Tax Imposed	REVENUE: Total Net Revenue	EXPENSE: School Purposes	EXPENSE: Debenture Purposes	EXPENSE: Total Uncontrollable Expenses	EXPENSE: Public	EXPENSE: Protection of Persons and Property	EXPENSE: Social Services	EXPENSE: Administration	EXPENSE: Total Operating Cost	UNMATURED DEBENTURES AND DEFERRED LIABILITIES, DECEMBER 31, 1937: Good Roads Debentures	UNMATURED DEBENTURES AND DEFERRED LIABILITIES, DECEMBER 31, 1937: Total Debentures and Deferred Liabilities
		$	$	$	$	$	$	$	$	$	$	$	$	$
Armstrong	69,780	237,000	12,135	10,021	4,150	-	4,893	2,164	-	1,417	2,238	10,864	-	-
Bifrost	150,717	1,054,000	53,668	56,963	18,981	-	21,050	22,481	330	5,075	10,810	60,063	35,990	35,990
Boulton	85,546	831,000	17,948	19,169	8,288	-	9,483	6,745	426	785	2,219	19,758	-	-
Clanwilliam	67,103	780,000	25,880	23,964	6,475	-	7,967	6,992	194	3,768	1,763	21,091	-	-
Goldwell	150,000	712,000	27,193	23,899	8,764	-	10,092	6,850	323	3,071	3,449	23,899	-	-
Edward	178,582	845,000	39,896	36,992	7,584	6,318	16,205	2,972	1,251	2,455	6,993	29,876	49,856	50,709
Ellice	116,847	845,000	34,100	33,740	10,697	6,132	18,713	3,096	195	3,922	5,751	32,054	46,710	47,277
Ericksdale	135,000	366,000	23,406	25,320	7,340	7,265	15,829	2,471	179	2,761	3,282	24,522	57,297	57,297
Ethelbert	117,600	794,000	32,048	28,986	13,206	-	15,675	7,851	155	3,156	3,257	30,180	-	7,434
Gimli	63,400	665,000	27,194	24,883	8,081	-	11,412	7,260	70	3,526	3,719	26,213	-	-
Glenella	127,200	566,000	28,511	28,892	10,468	7,158	19,436	1,873	9	2,034	5,539	28,892	-	462,705
Grandview	133,369	1,808,000	43,697	41,614	14,859	-	19,675	14,109	928	2,884	6,311	44,527	-	18,880
Hillsburg	99,000	581,000	24,050	24,967	8,855	-	12,588	5,845	306	1,964	3,201	23,954	-	35,120
La Broquerie	125,486	362,000	24,826	24,101	8,368	2,375	11,442	2,632	44	3,526	4,950	22,803	-	21,022
Lac du Bonnet	101,055	877,000	46,129	45,741	13,327	3,632	21,077	16,427	55	5,627	5,520	49,840	25,726	43,557
Lakeview	70,731	417,000	11,540	12,756	4,844	1,488	6,933	3,153	141	1,444	2,473	14,332	-	3,083
Lansdowne	158,798	1,858,000	45,513	41,373	17,283	2,010	22,488	5,658	1,733	5,494	5,230	41,340	-	7,000
Lawrence	76,243	467,000	20,969	18,223	6,229	3,553	10,546	2,052	-	1,266	2,326	16,740	25,721	25,721
McCreary	154,600	738,000	40,146	41,053	12,290	5,200	23,975	4,088	42	7,058	7,685	43,497	-	93,045
Minitonas	165,616	1,981,000	66,947	63,469	16,417	15,465	35,357	11,759	453	3,423	5,369	57,322	110,996	114,734
Mossy River	118,000	720,000	37,794	34,803	11,649	-	12,910	14,045	-	3,164	5,316	36,391	-	-
Ochre River	108,000	802,000	30,161	30,759	10,881	4,279	17,580	7,388	-	1,903	2,649	29,671	-	49,968
Piney	79,635	250,000	12,525	12,149	5,748	-	6,274	1,728	-	1,821	2,331	12,250	-	-
St. Laurent	82,705	256,000	16,614	7,337	2,849	-	3,337	499	100	1,130	4,613	9,815	-	-
Ste. Rose	114,247	764,000	26,182	28,153	9,779	6,579	19,058	3,084	-	4,460	4,052	31,454	15,247	32,386
Sifton	198,070	1,347,000	31,387	31,602	10,296	7,485	20,093	3,865	698	2,325	2,900	29,881	57,017	59,619
Siglunes	102,660	339,000	20,878	19,696	7,512	-	11,939	1,528	-	2,279	3,543	19,688	-	-
Westbourne	230,260	2,129,000	57,647	58,685	18,509	13,277	35,638	5,413	548	4,453	6,908	53,367	89,826	126,380
Whitemouth	79,134	975,000	37,883	35,106	12,118	2,228	17,416	11,167	97	4,611	4,303	38,230	16,078	36,009
Woodlands	206,200	1,587,000	61,164	60,954	24,010	3,269	30,414	14,530	673	5,788	5,833	58,245	25,216	25,216
Woodlea	72,981	234,000	15,516	13,563	4,019	1,962	6,470	1,573	37	1,985	3,009	13,415	-	24,133
Average Per Taxable Acre		$ 7.00	.27	.25	.09	.026	.13	.05	.0024	.026	.037	.26	.15	.25

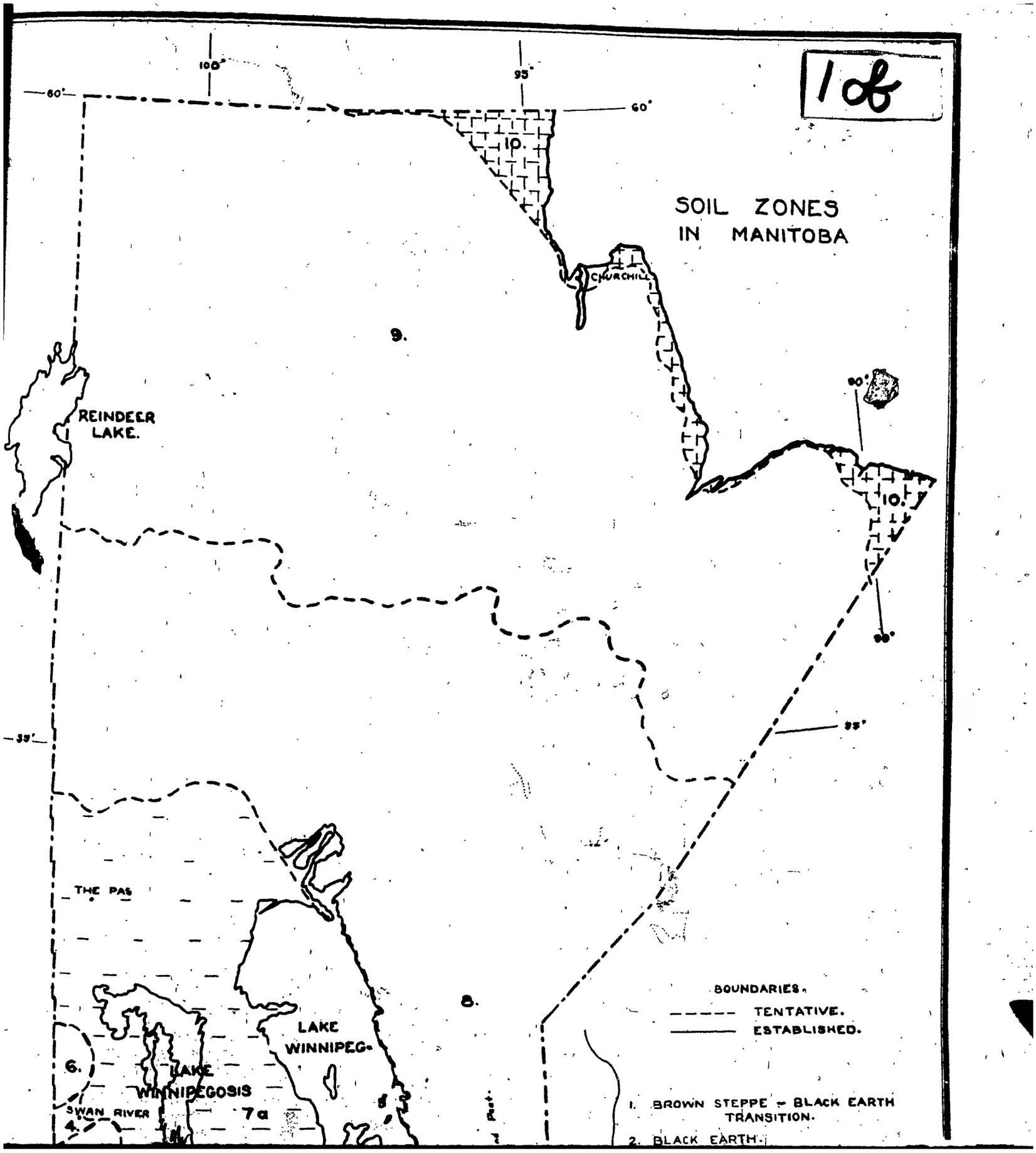
Source: Statistical Report on Municipalities, Municipal Commissioner's Department.

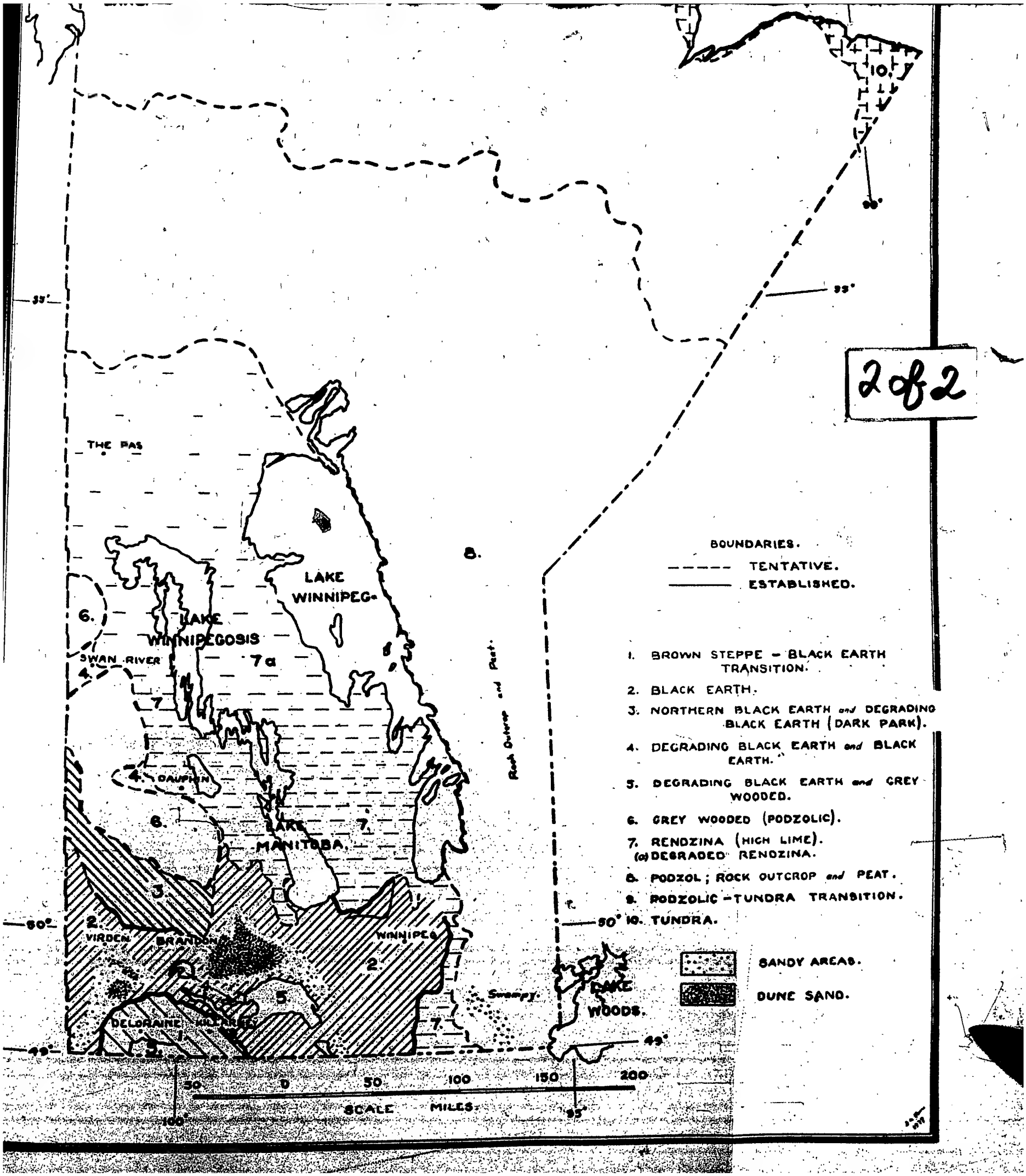
APPENDIX V.

GRAPHICAL SURVEY

of

MANITOBA AGRICULTURE


1b
SOIL ZONES
IN MANITOBA
100°
95°
60°
60°
10.
CHURCHILL
9.
REINDEER
LAKE.
90°
10.
90°
95°
55°
THE PAS
8.
LAKE
WINNIPEG.
6.
LAKE
WINNIPEGOSIS
SWAN RIVER
4.
7a
BOUNDARIES.
TENTATIVE.
ESTABLISHED.
1. BROWN STEPPE - BLACK EARTH
TRANSITION.
2. BLACK EARTH.


2 of 2
THE PAS
LAKE WINNIPEG
LAKE WINNIPEGOSIS
SWAN RIVER
DAUPHIN
LAKE MANITOBA
VIRDEN
BRANDON
WINNIPEG
DELORAINE
KILLARNEY
LAKE WOODS
Swampy
Rock Outcrop and Peat
55°
50°
49°
100°
95°
BOUNDARIES.
TENTATIVE.
ESTABLISHED.
1. BROWN STEPPE – BLACK EARTH TRANSITION.
2. BLACK EARTH.
3. NORTHERN BLACK EARTH and DEGRADING BLACK EARTH (DARK PARK).
4. DEGRADING BLACK EARTH and BLACK EARTH.
5. DEGRADING BLACK EARTH and GREY WOODED.
6. GREY WOODED (PODZOLIC).
7. RENDZINA (HIGH LIME).
(a) DEGRADED RENDZINA.
8. PODZOL; ROCK OUTCROP and PEAT.
9. PODZOLIC – TUNDRA TRANSITION.
10. TUNDRA.
SANDY AREAS.
DUNE SAND.
50 0 50 100 150 200
SCALE MILES.

MANITOBA POPULATION

TOTAL POPULATION AND RURAL POPULATION 1881 – 1936

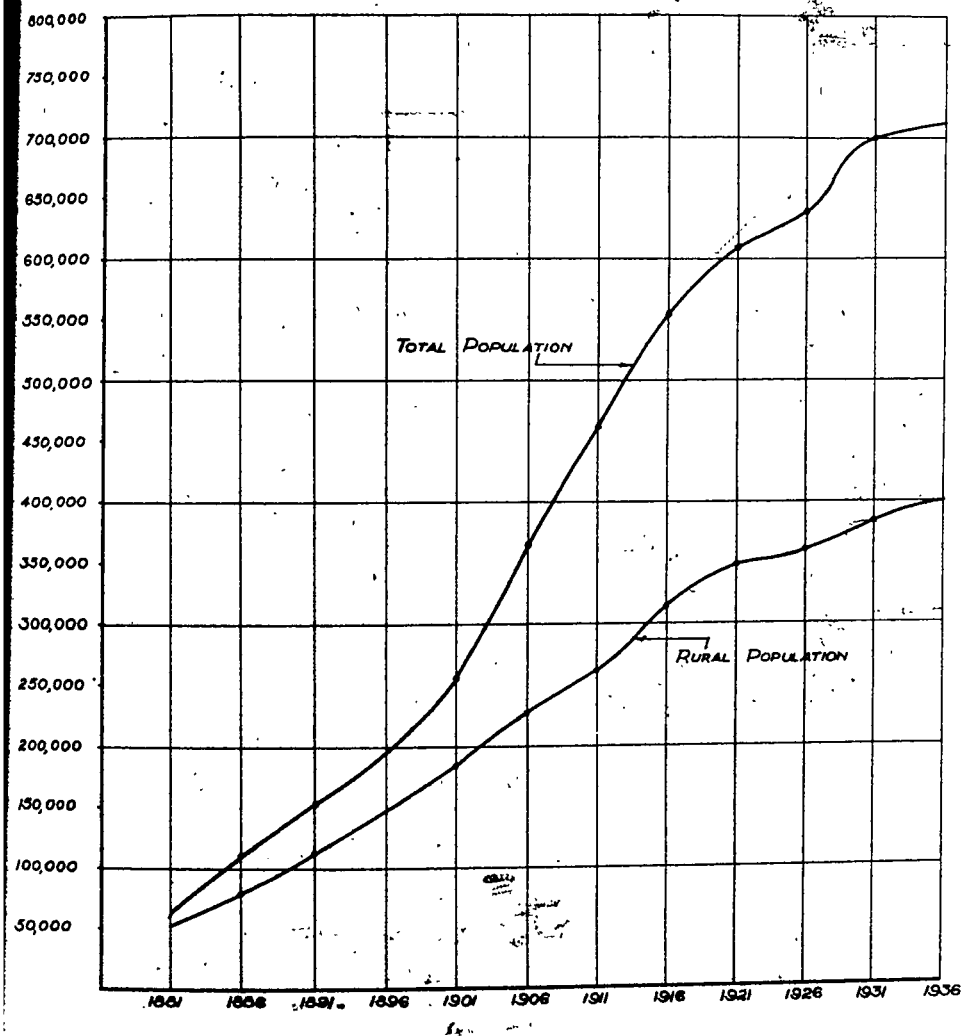


CHART No. 1

RURAL, URBAN & TOTAL POPULATION AND NO. OF PERSONS GAINFULLY OCCUPIED IN AGRICULTURE

MANITOBA 1881 - 1936

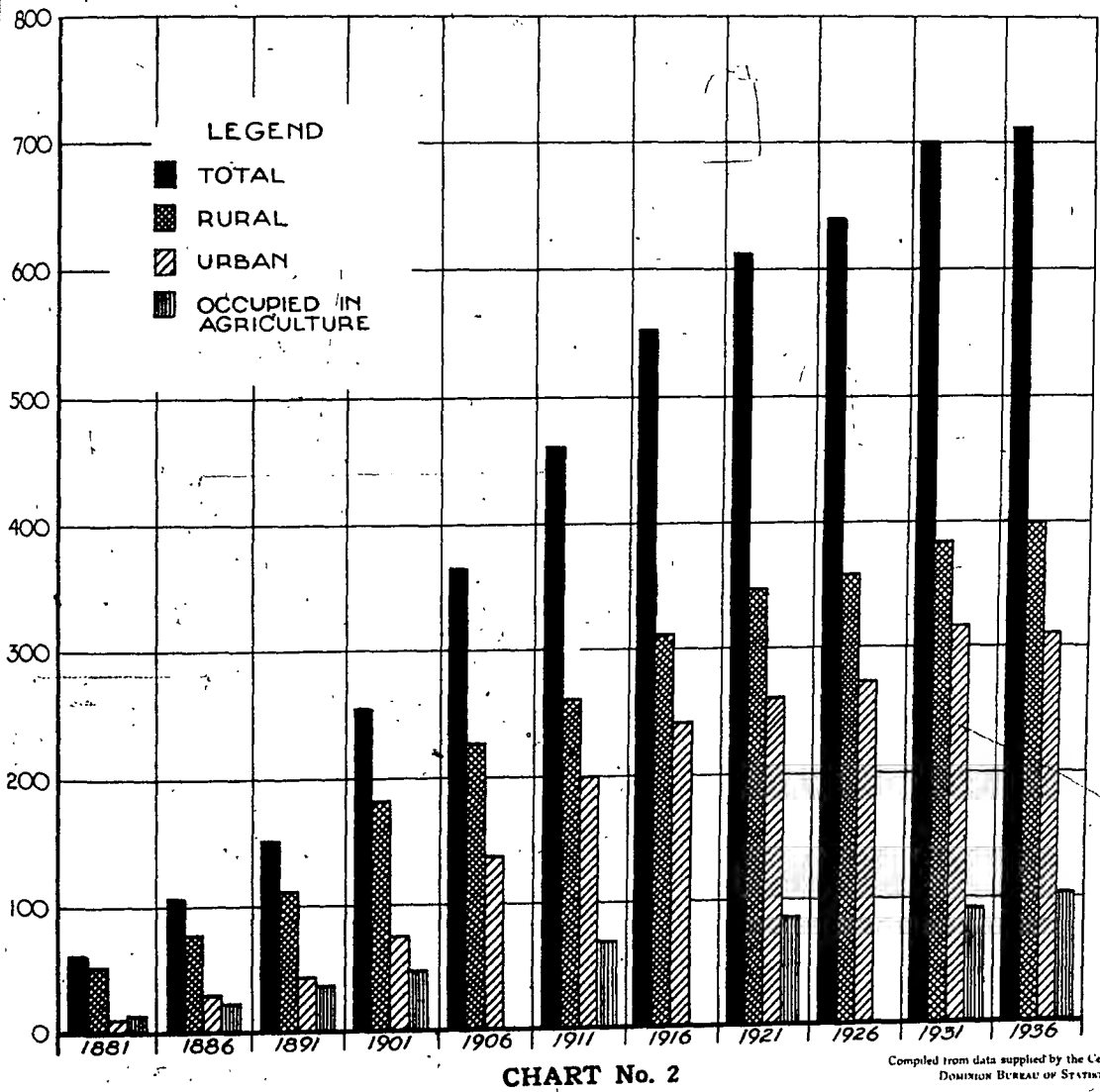
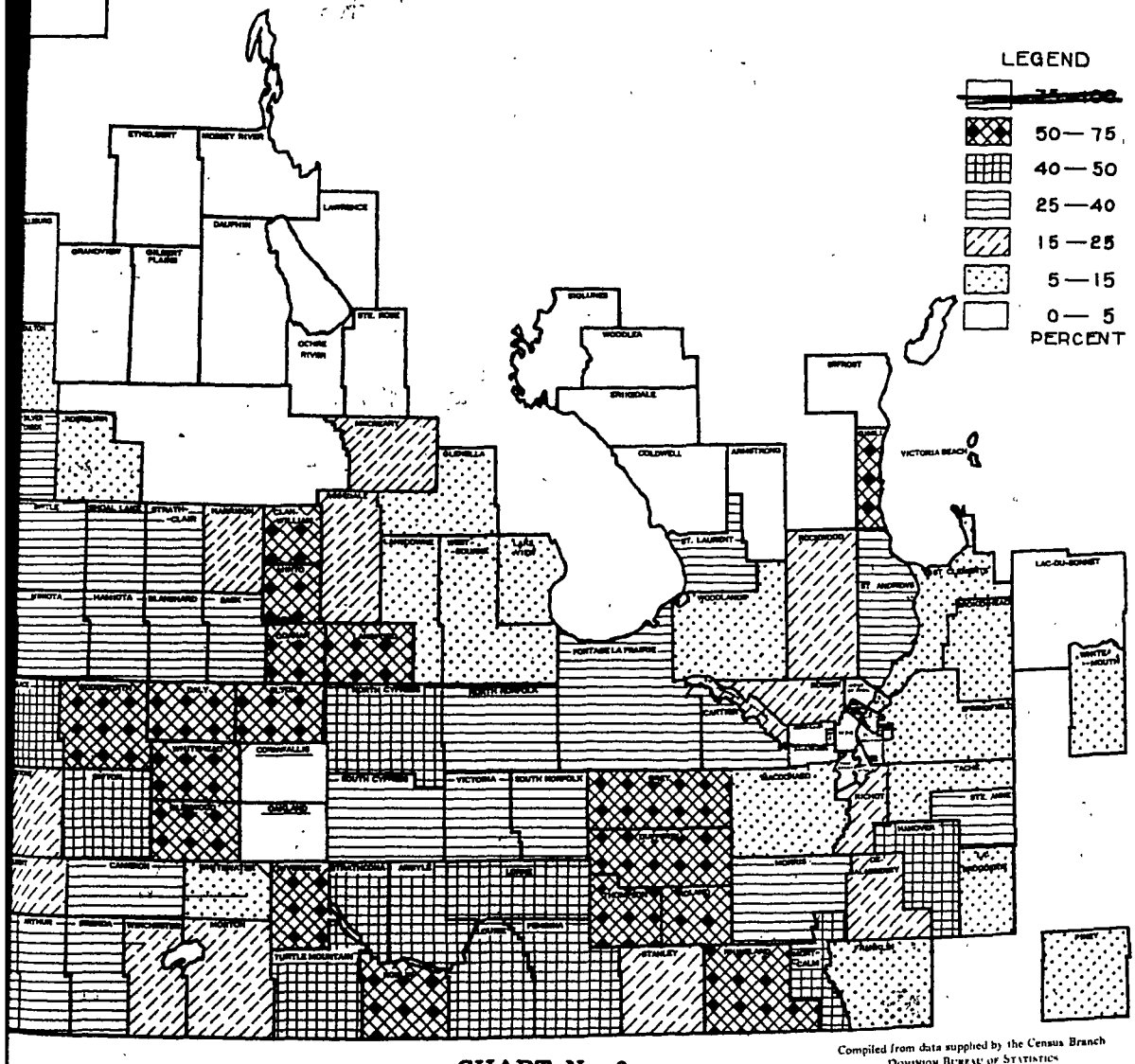


CHART No. 2

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

PERCENTAGE OF LAND OCCUPIED

1891

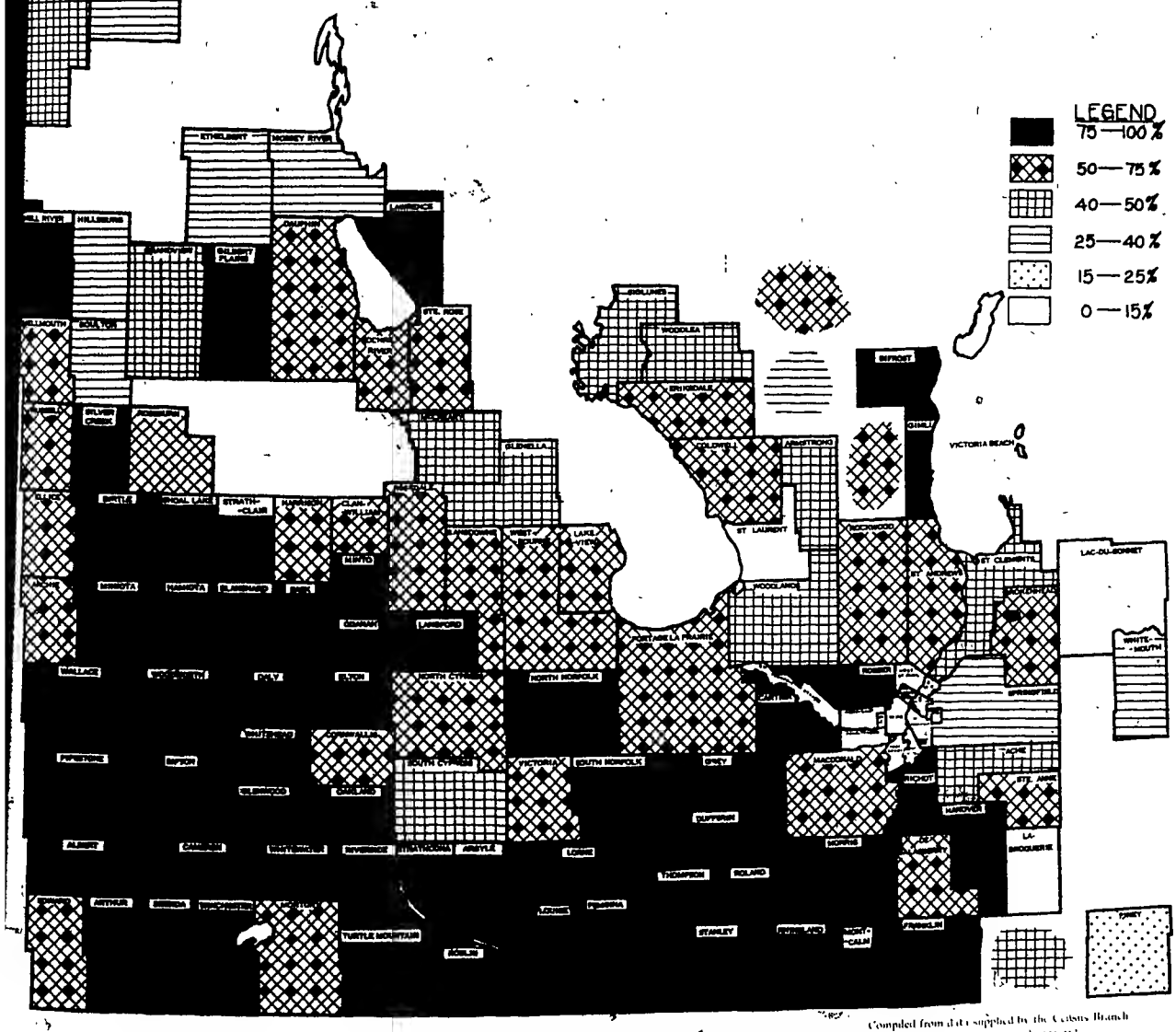


Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 3

PERCENTAGE OF LAND OCCUPIED

1921

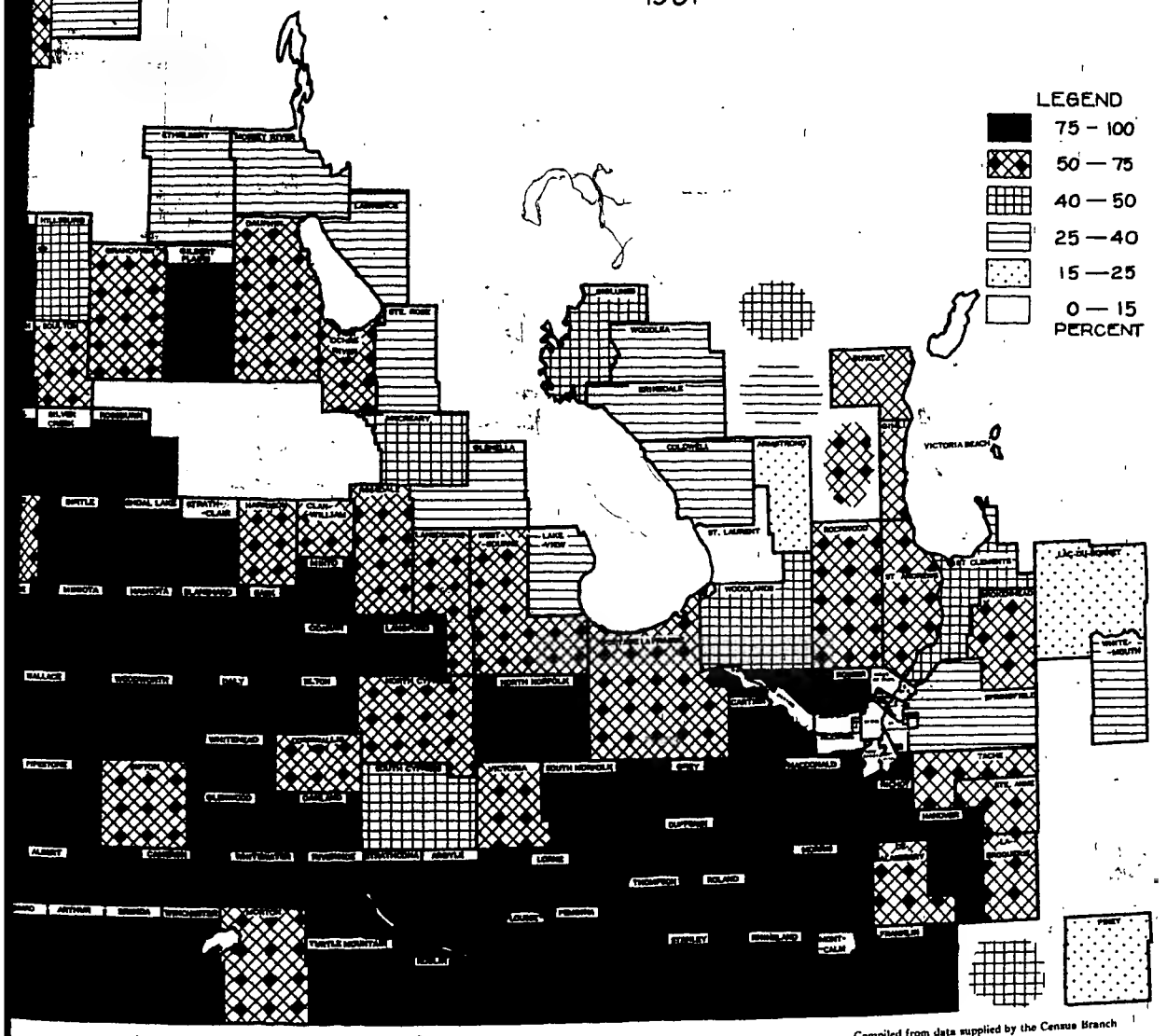


Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 4

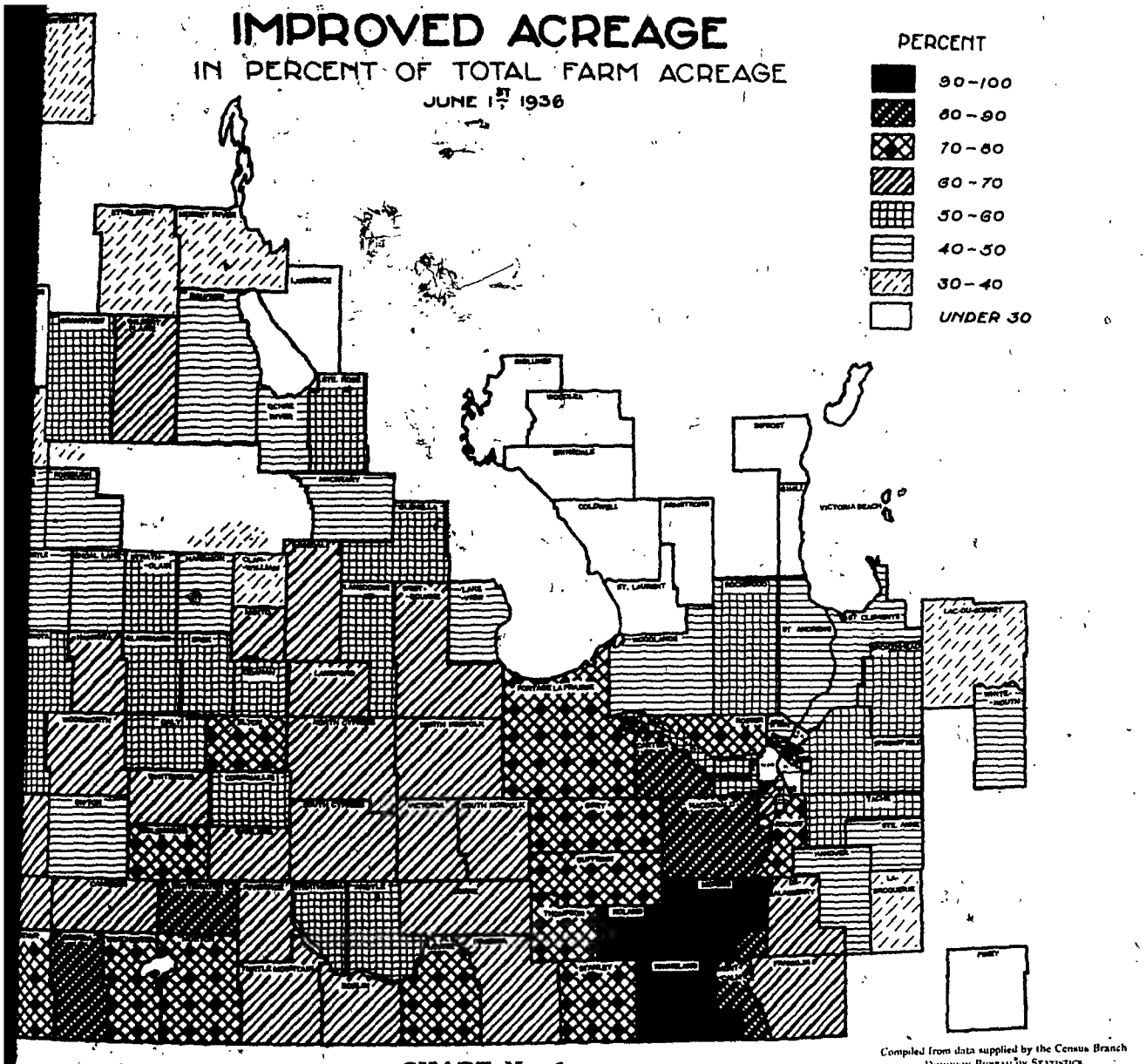
PERCENTAGE OF LAND OCCUPIED

1931



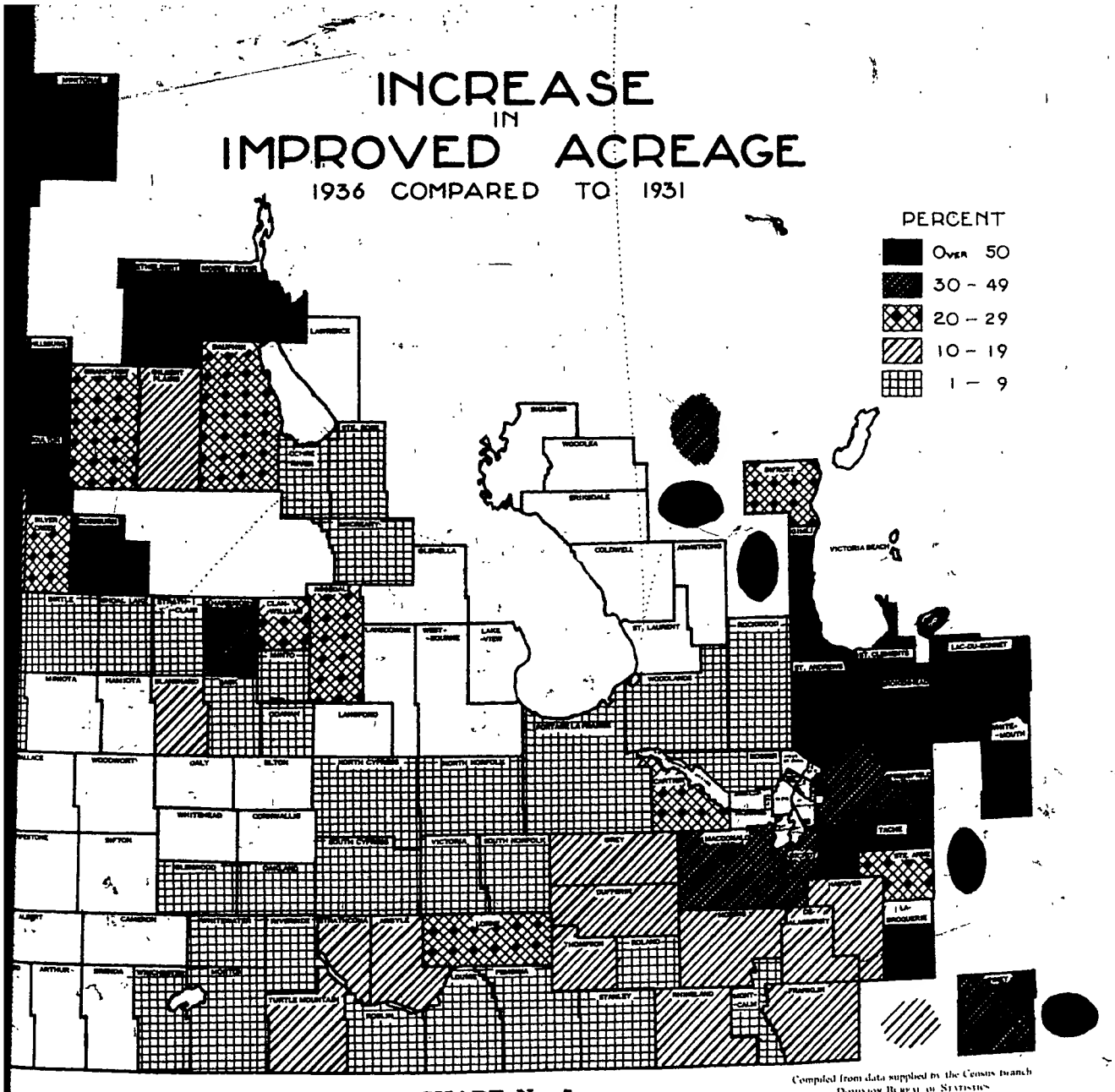
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 5



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 6



Compiled from data supplied by the Census branch
Dominion Bureau of Statistics

CHART No. 7

DECREASE IN OCCUPIED LANDS

1936 COMPARED TO 1921

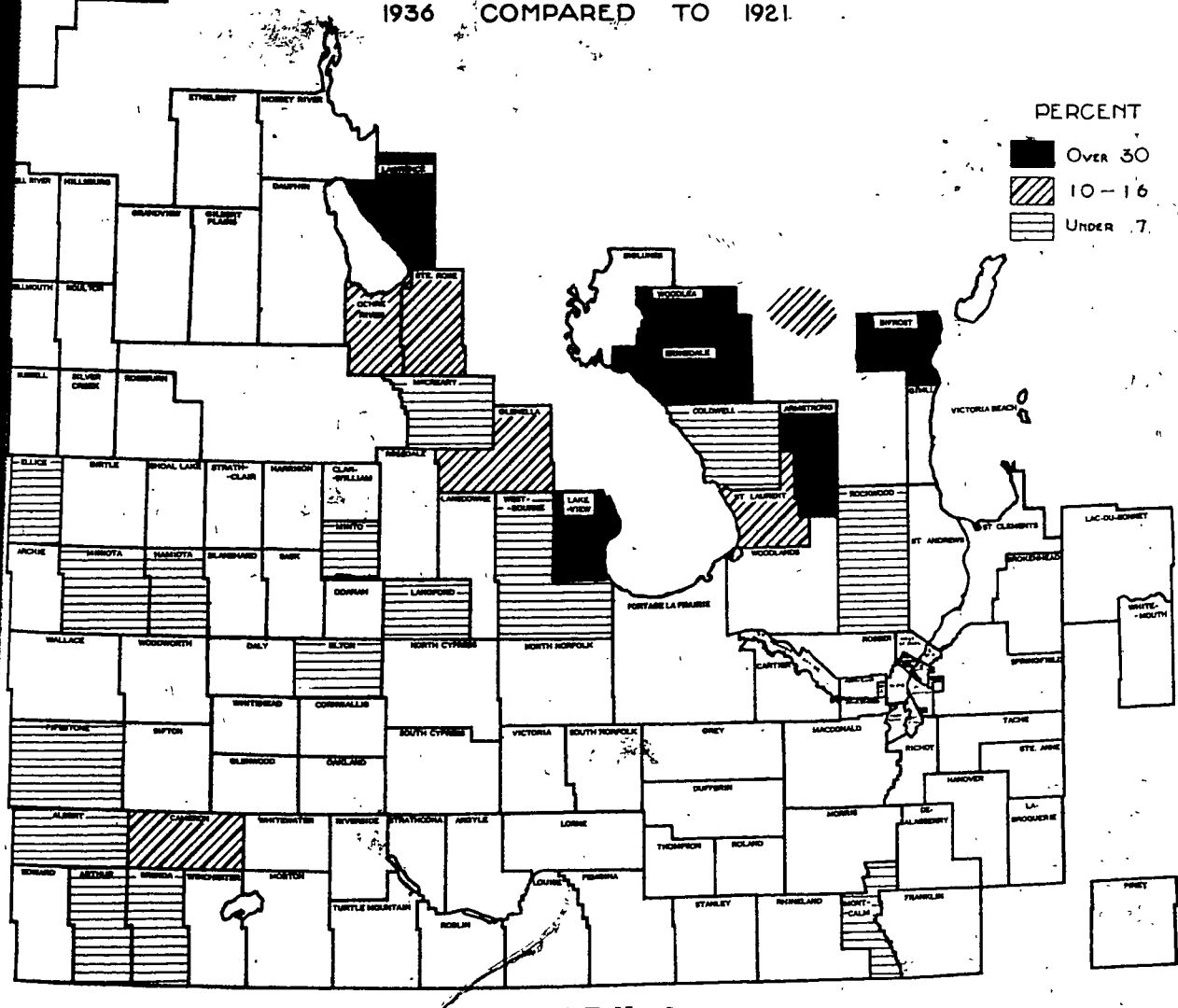


CHART No. 8

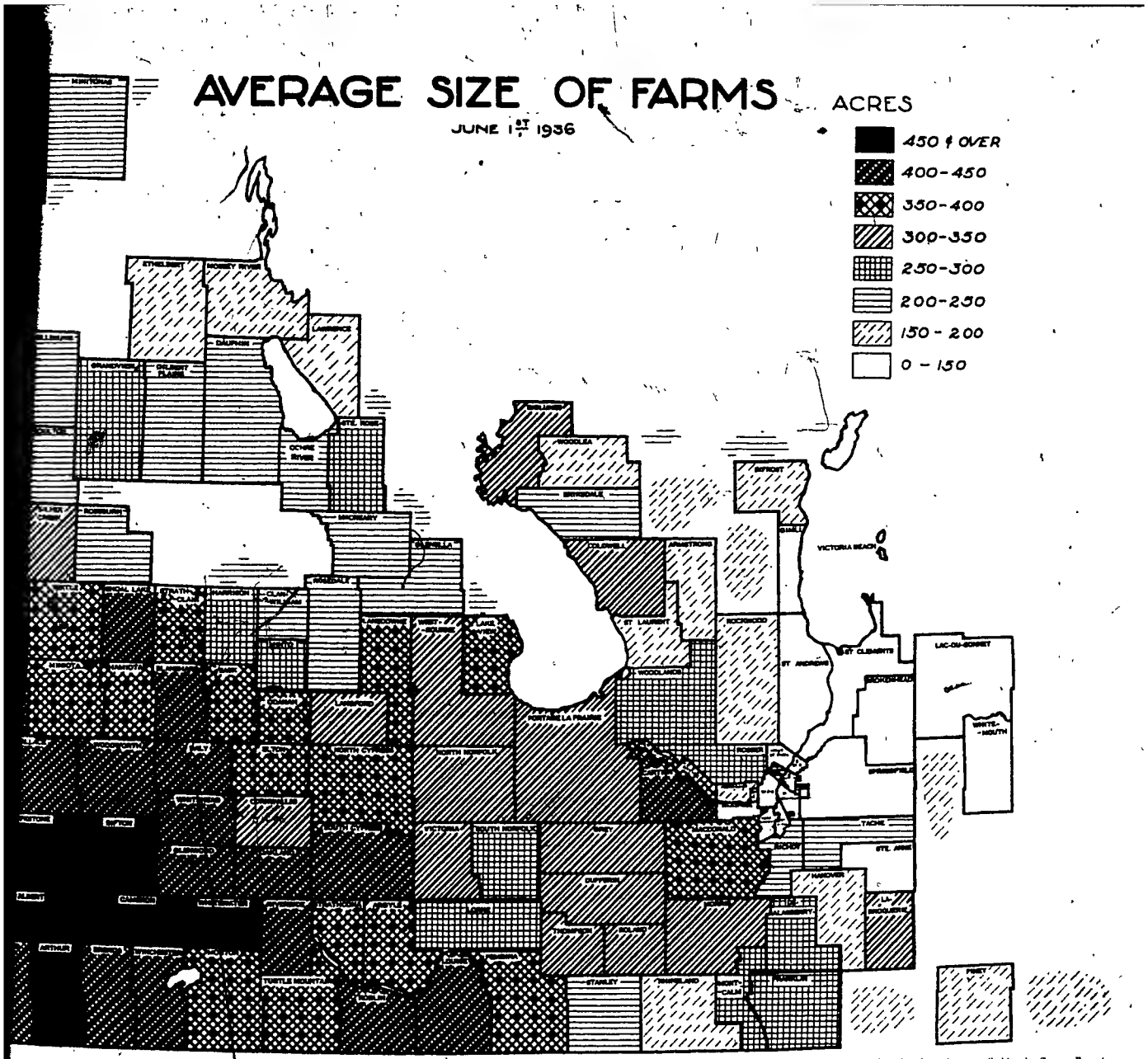
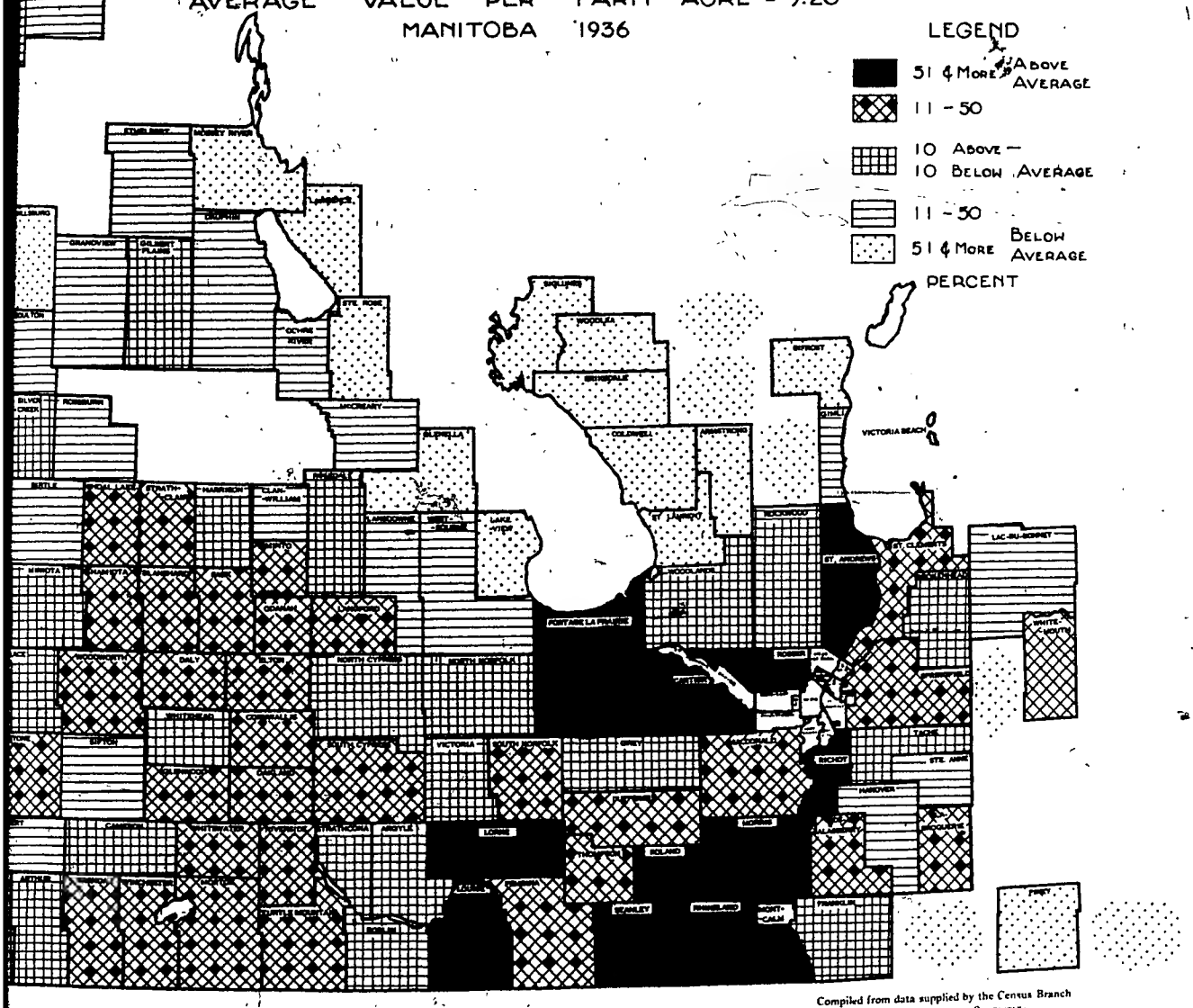


CHART No. 9

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

VALUE OF LAND

SHOWN AS A PERCENTAGE OF THE AVERAGE.
AVERAGE VALUE PER FARM ACRE = 9.20
MANITOBA 1936



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 10

FARM TENURE

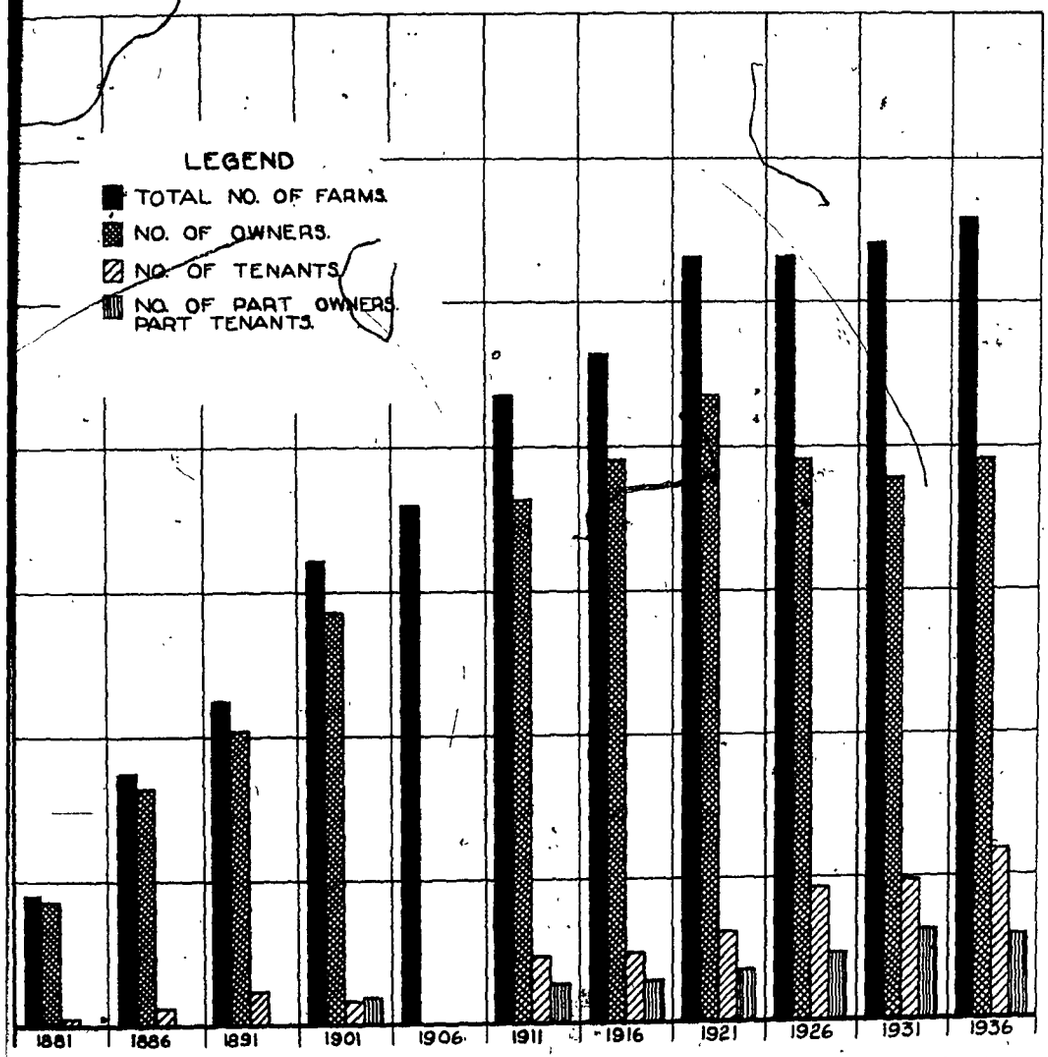


CHART No. 11

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

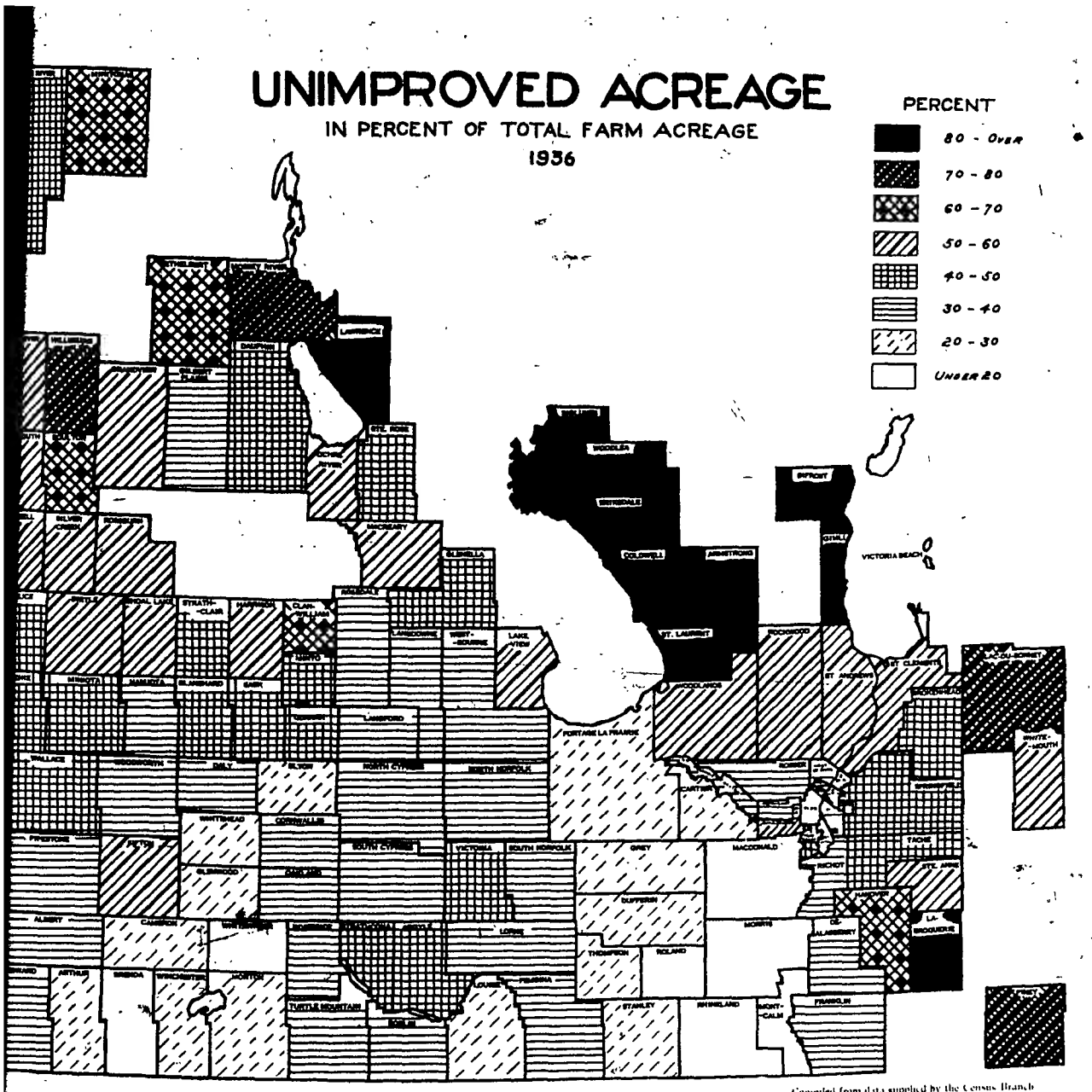


CHART No. 12

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

DECREASE IN IMPROVED ACREAGE

1936 COMPARED TO 1921

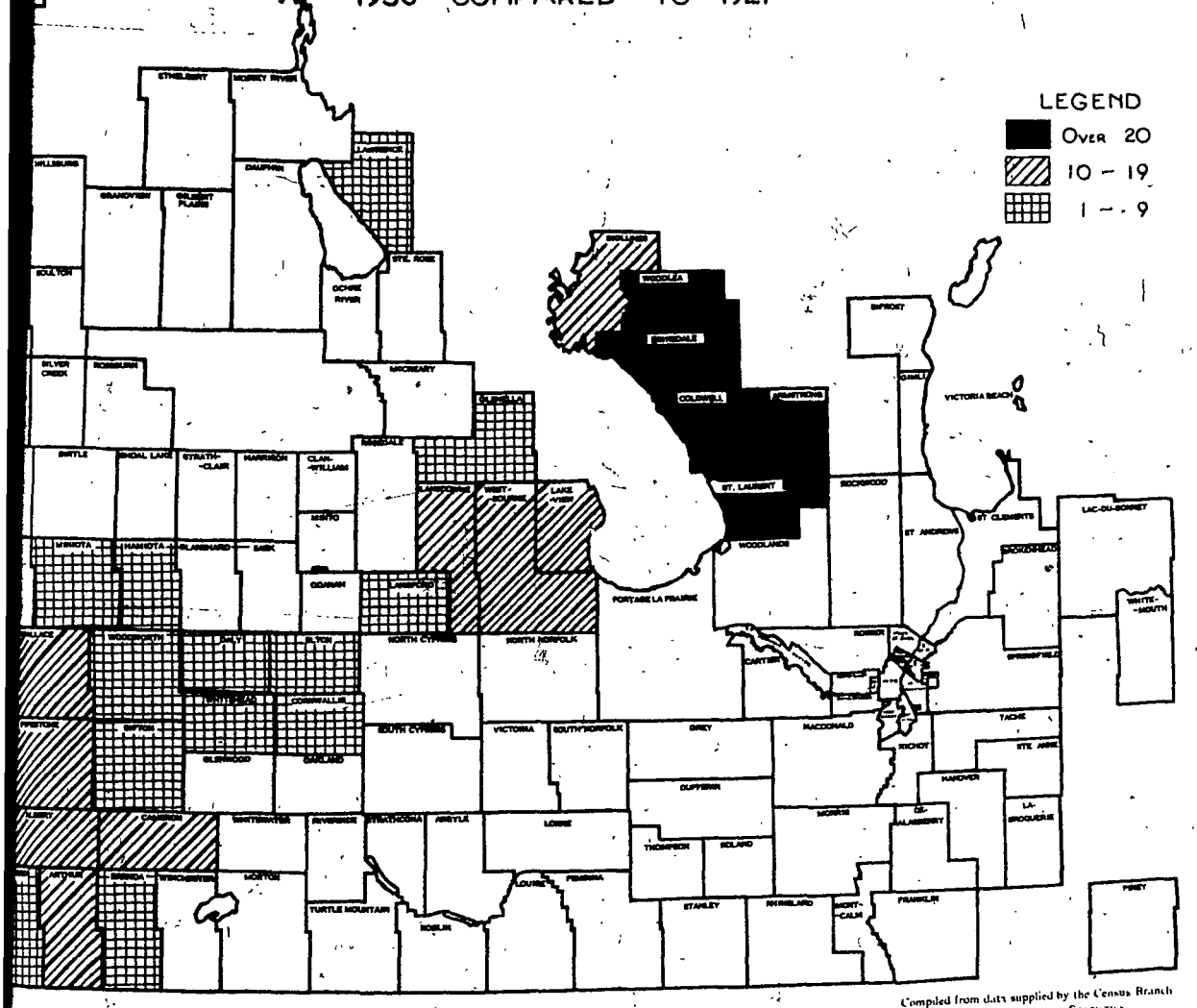


CHART No. 13

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

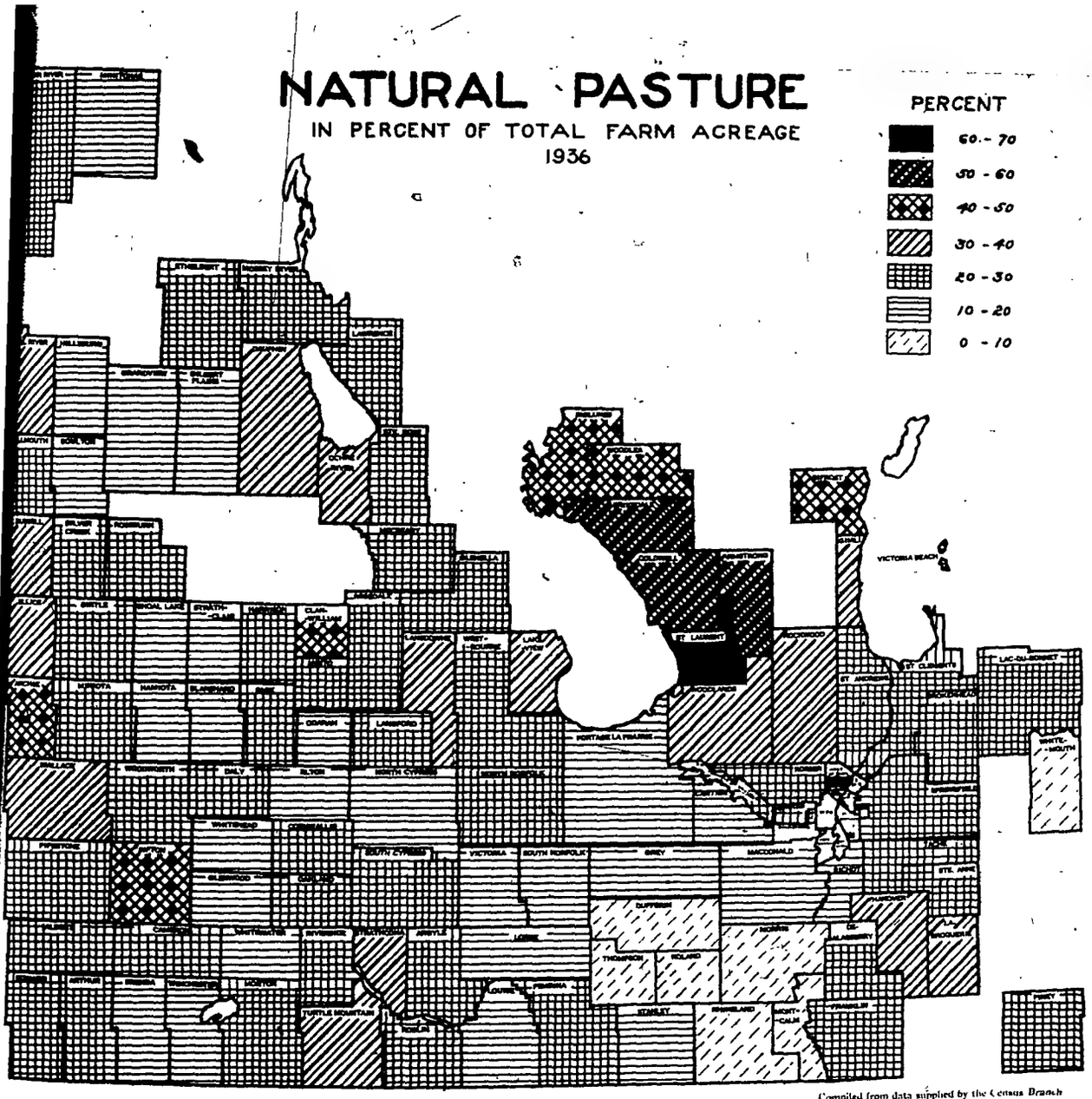
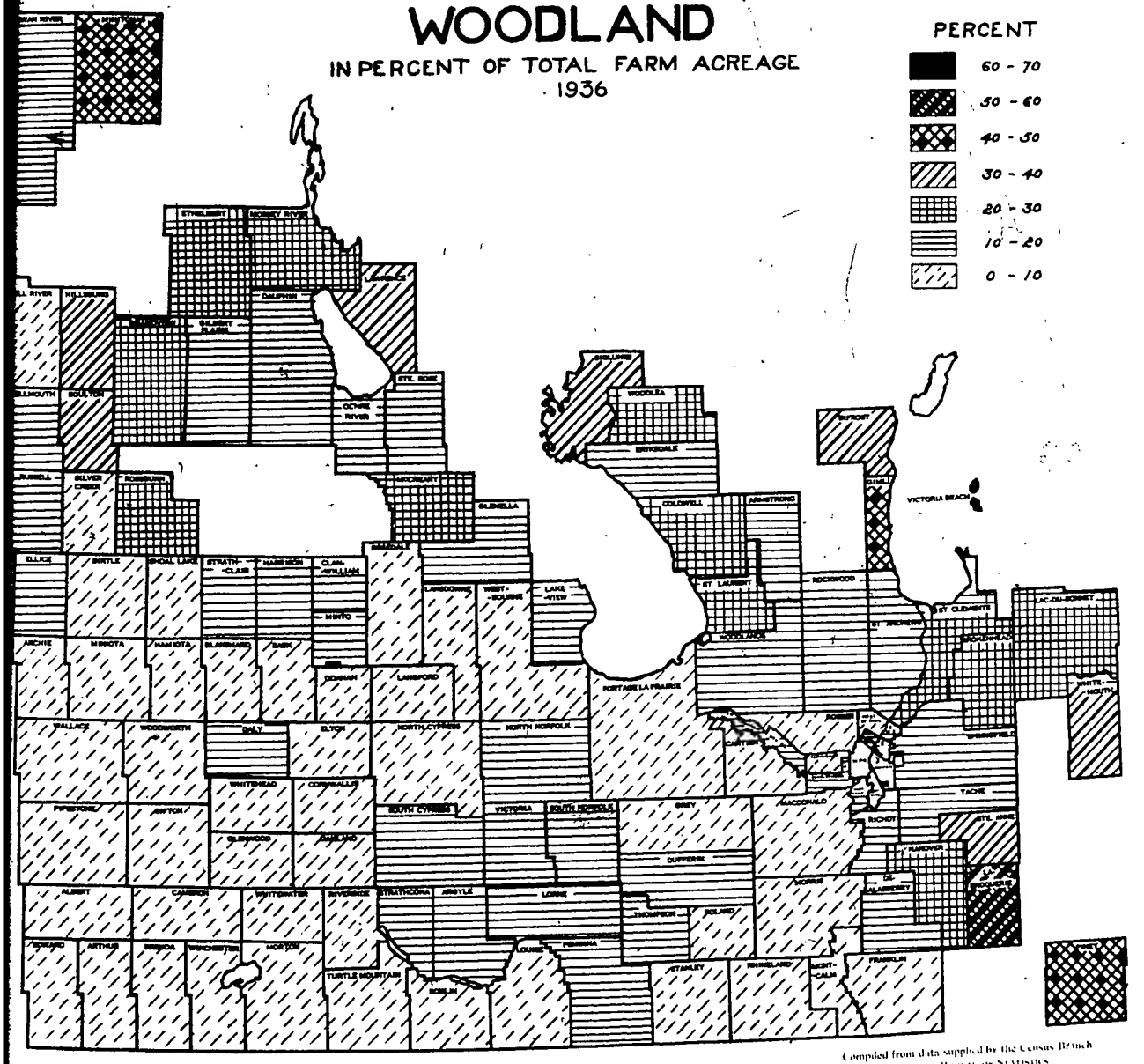


CHART No. 14

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

WOODLAND

IN PERCENT OF TOTAL FARM ACREAGE
1936



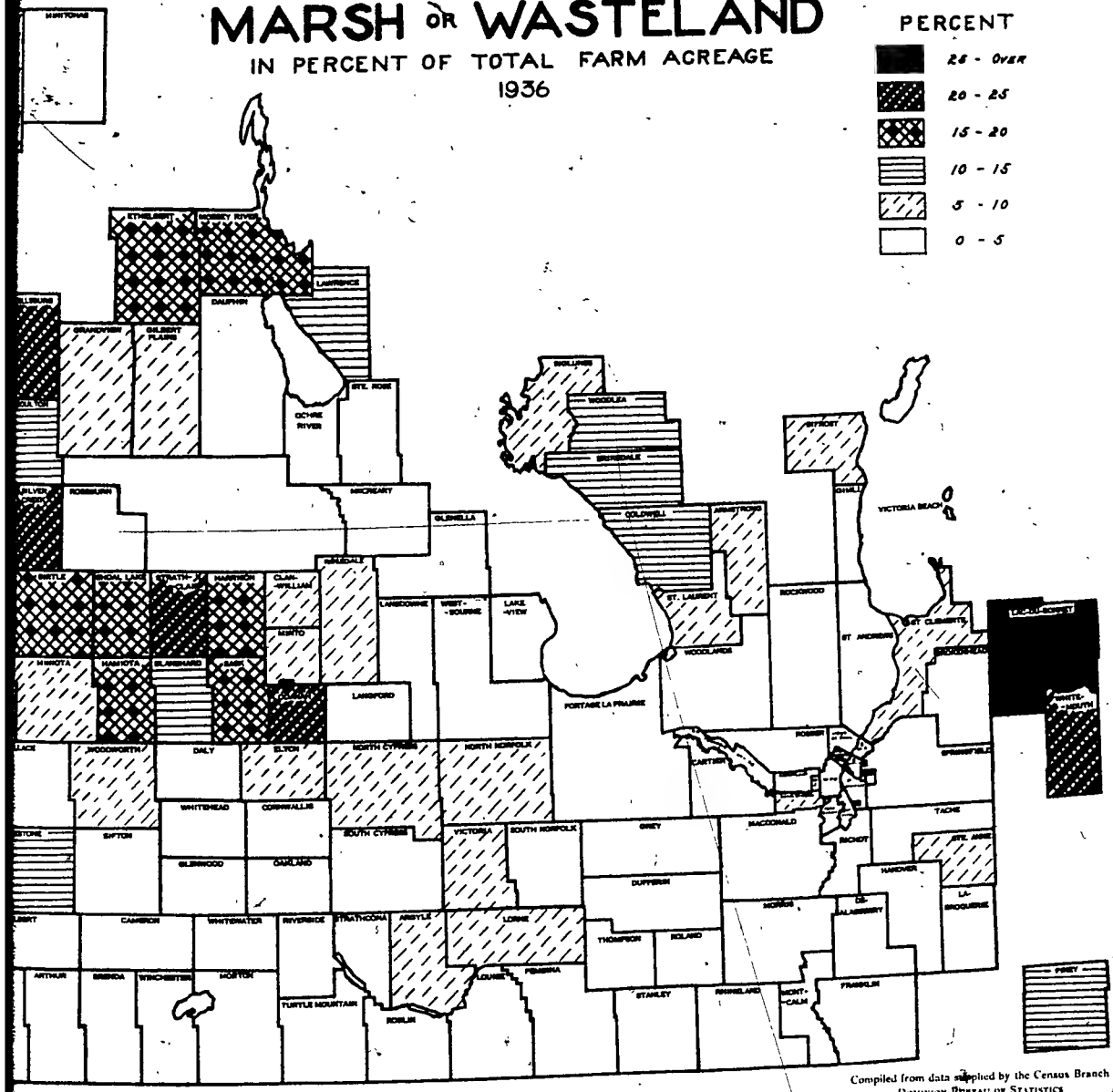
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 15

MARSH OR WASTELAND

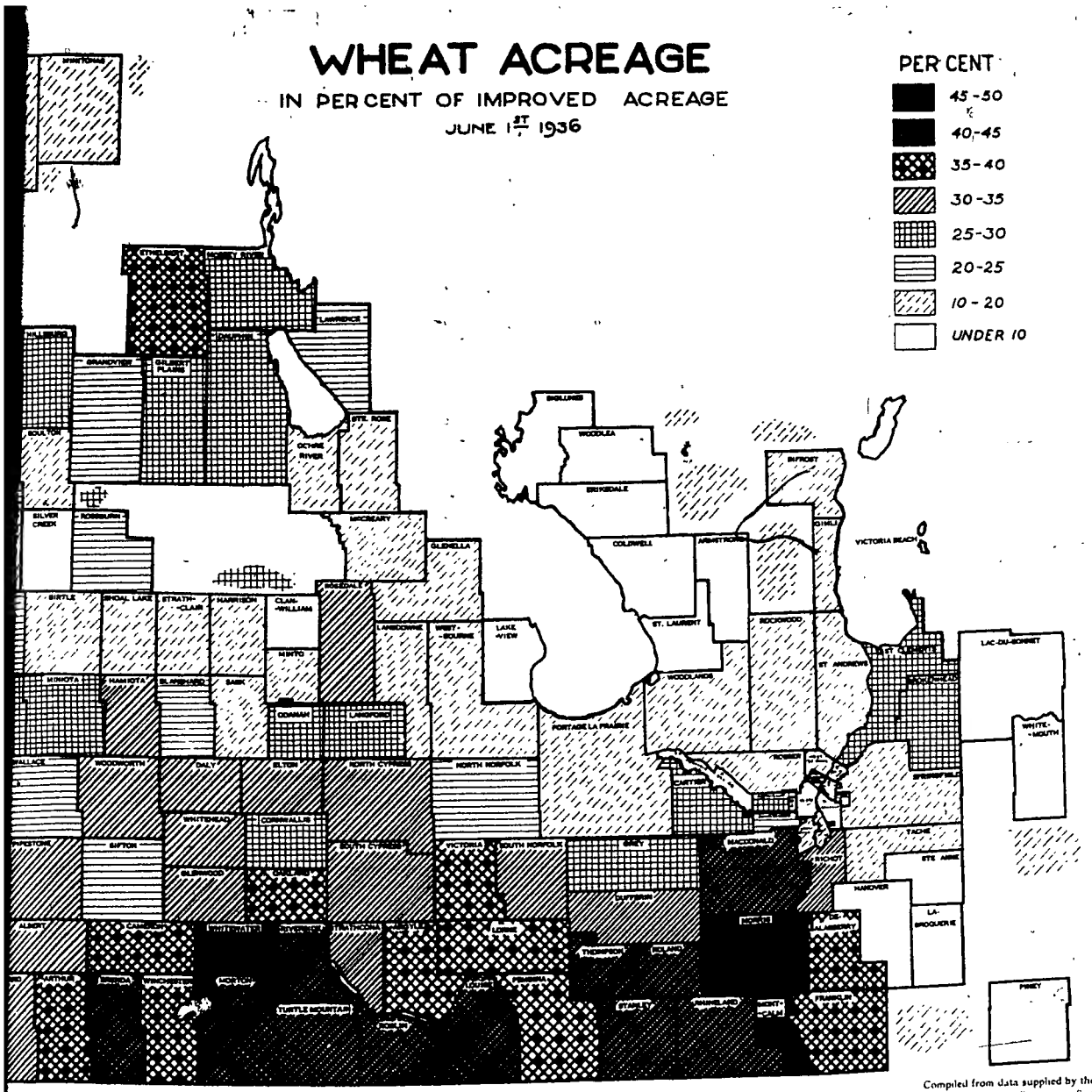
IN PERCENT OF TOTAL FARM ACREAGE

1936



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 16

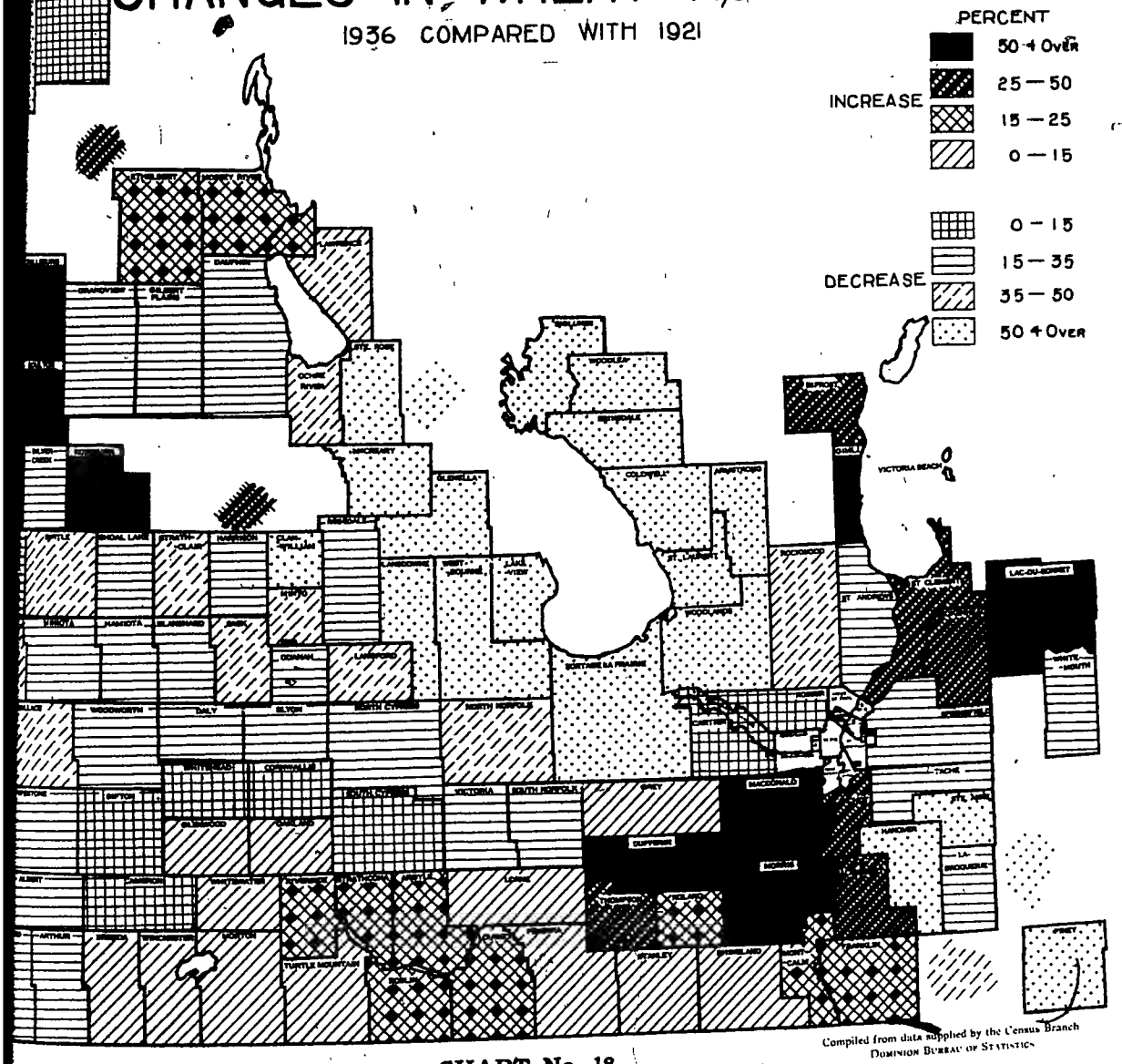


Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 17

CHANGES IN WHEAT ACREAGE

1936 COMPARED WITH 1921



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 18

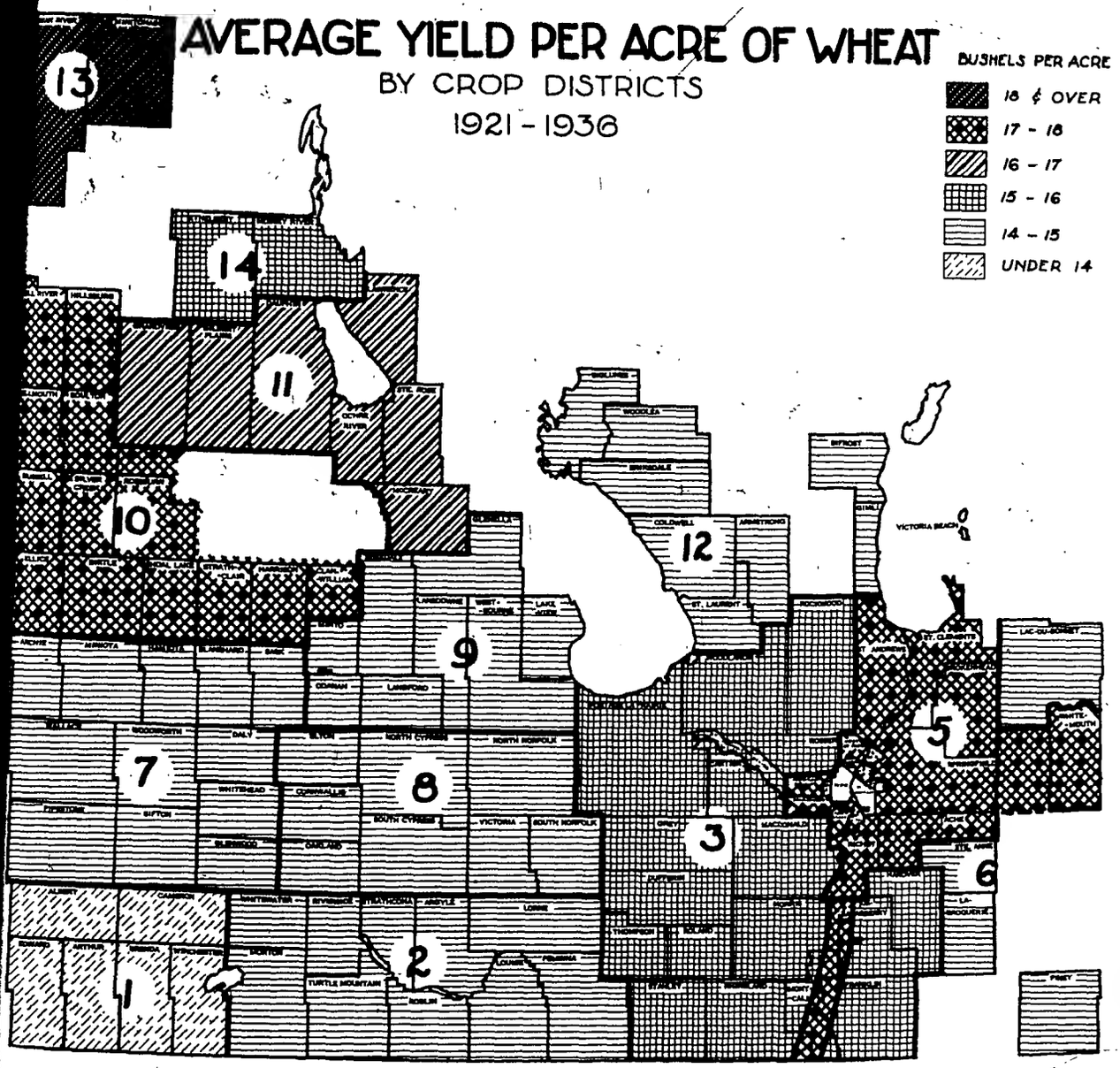

AVERAGE YIELD PER ACRE OF WHEAT
BY CROP DISTRICTS
1921 - 1936
BUSHELS PER ACRE
18 & OVER
17 - 18
16 - 17
15 - 16
14 - 15
UNDER 14
13
14
11
10
12
9
7
8
5
3
6
2
1
4

CHART No. 19

SPRING WHEAT PRODUCING AREAS

(COMMON AND BREAD WHEATS)

MANITOBA 1938

SHOWN AS PER CENT OF TOTAL WHEAT ACREAGE

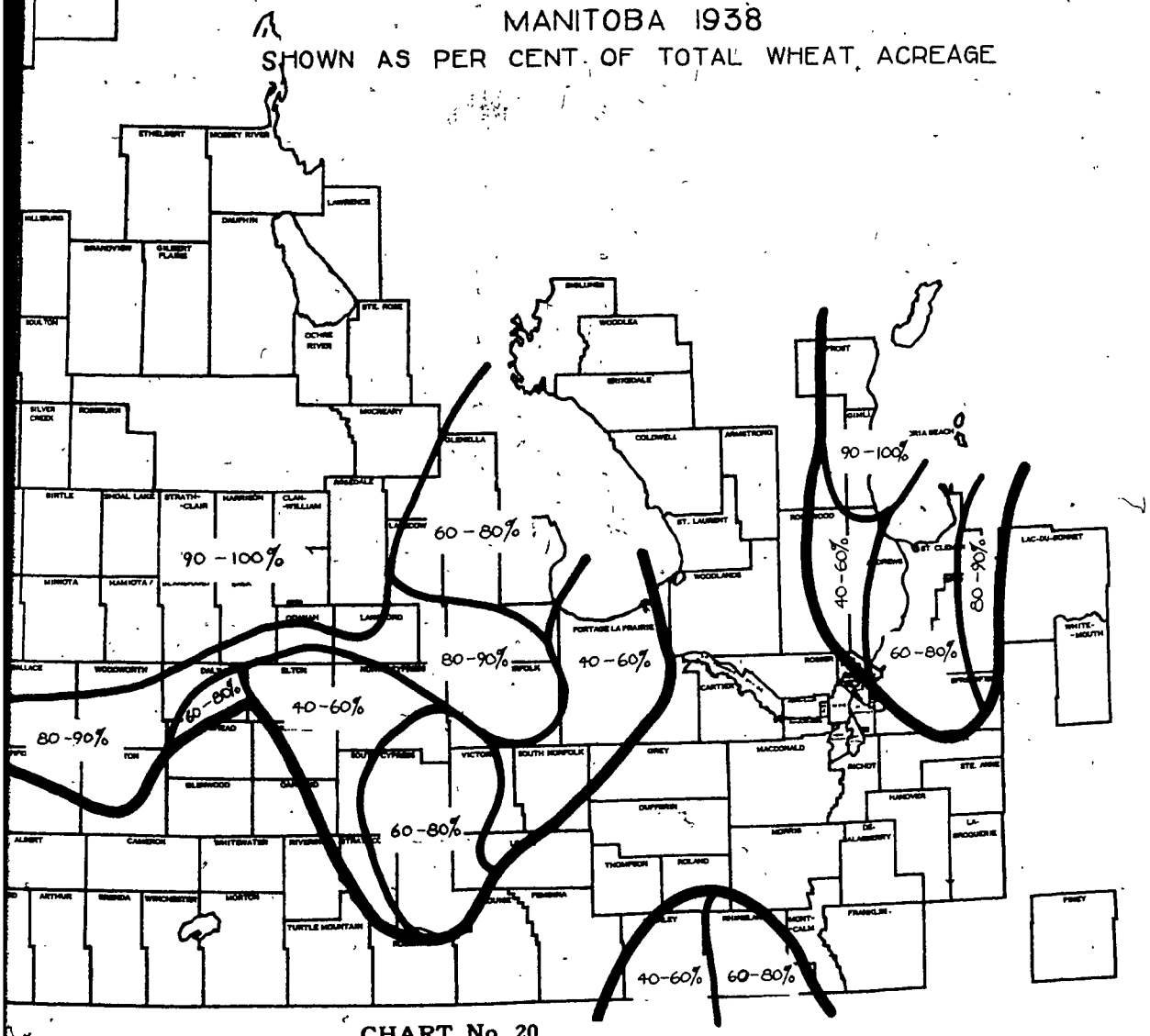


CHART No. 20

DURUM WHEAT PRODUCING AREAS

(MACARONI WHEAT)

MANITOBA 1938

SHOWN AS PER CENT OF TOTAL WHEAT ACREAGE

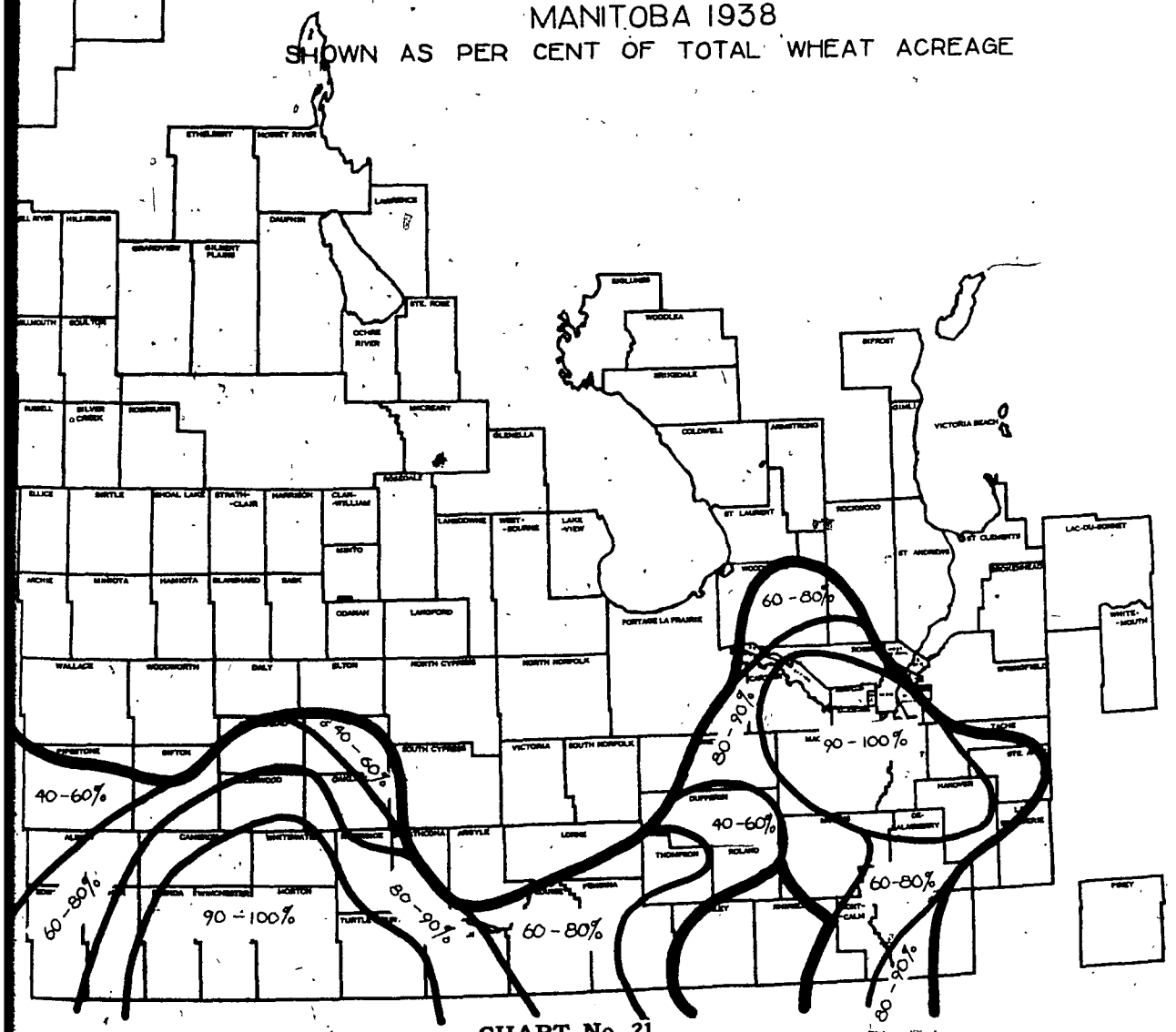
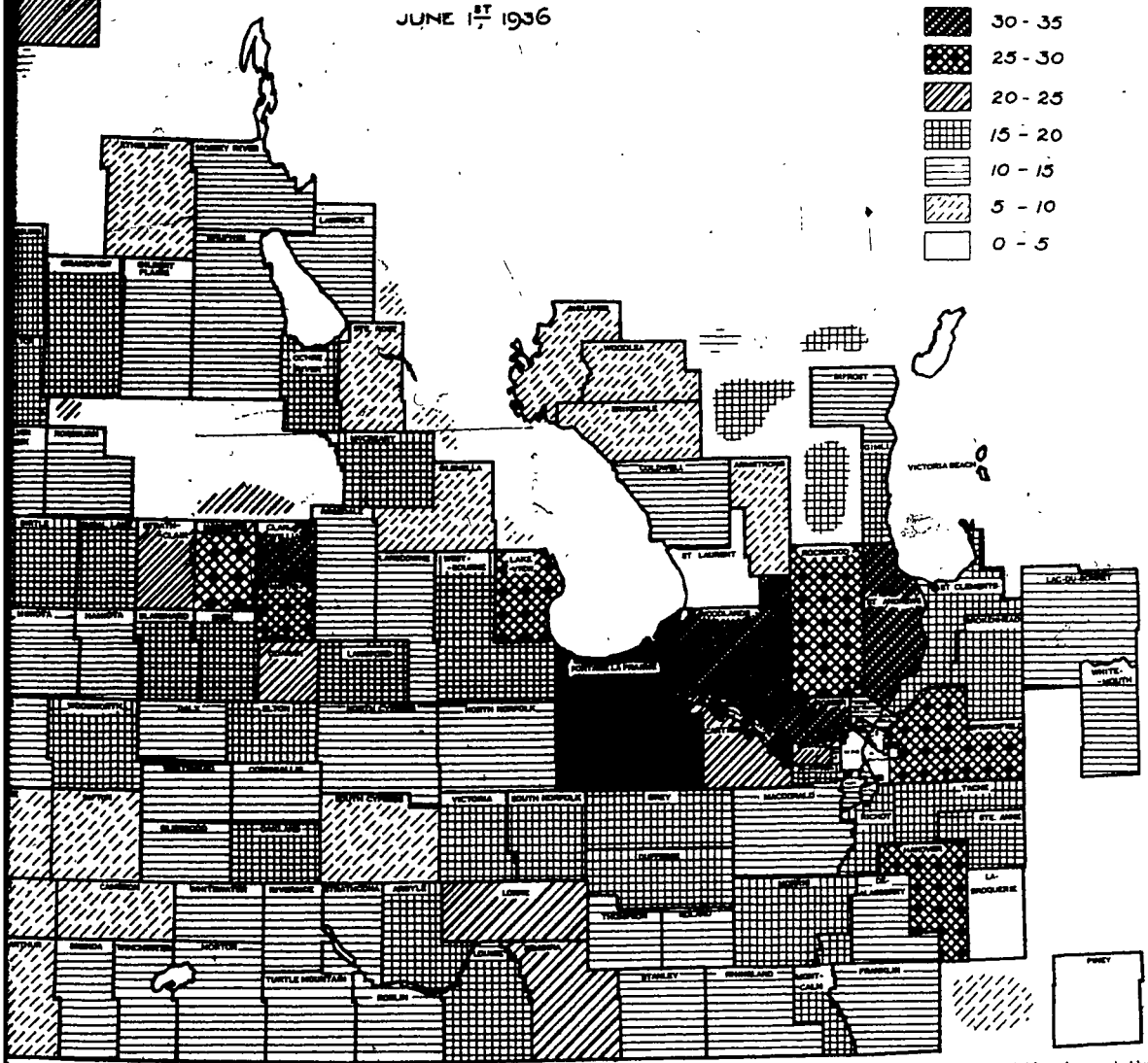


CHART No. 21

BARLEY ACREAGE

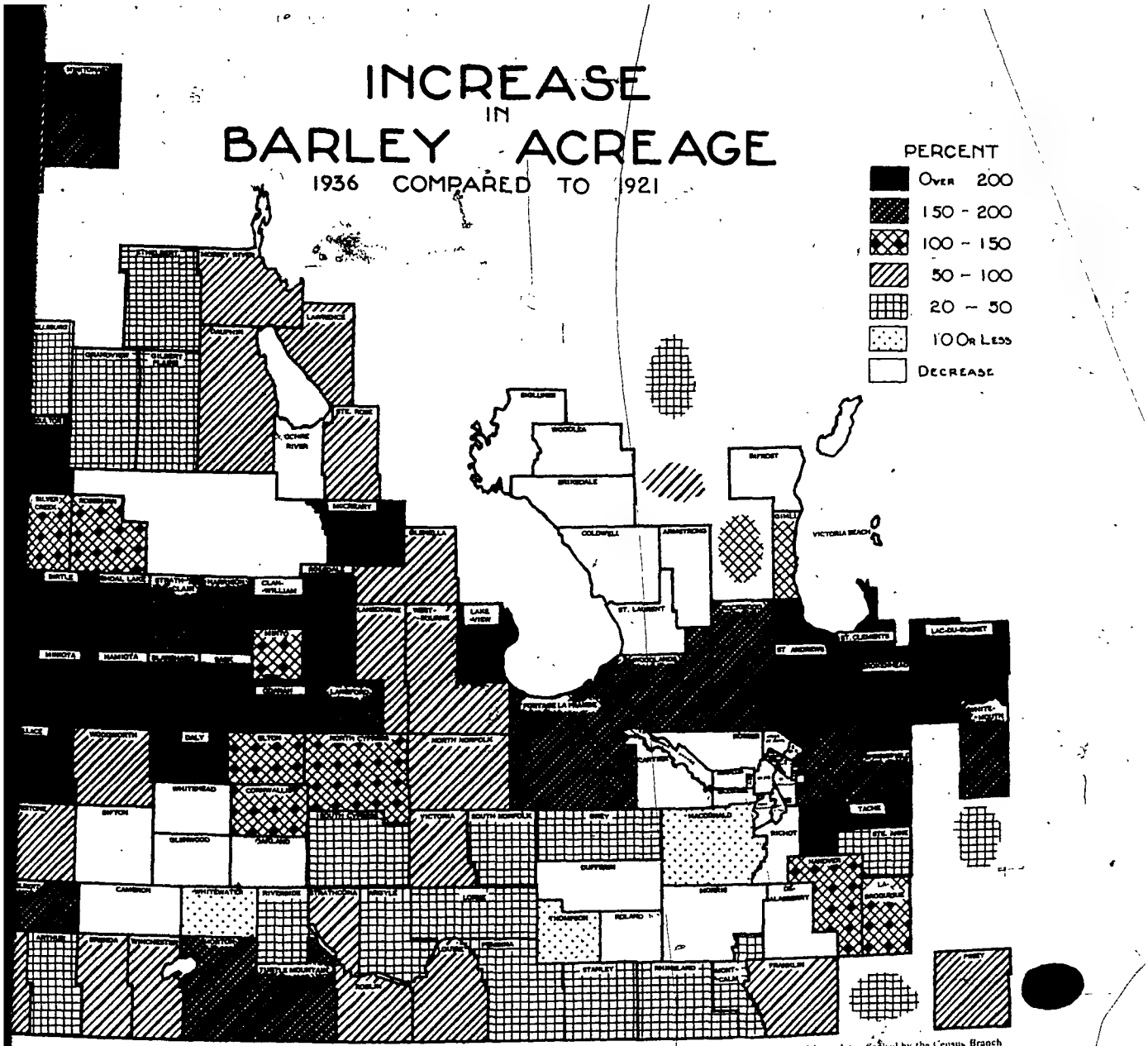
IN PERCENT OF IMPROVED ACREAGE

JUNE 1ST, 1936



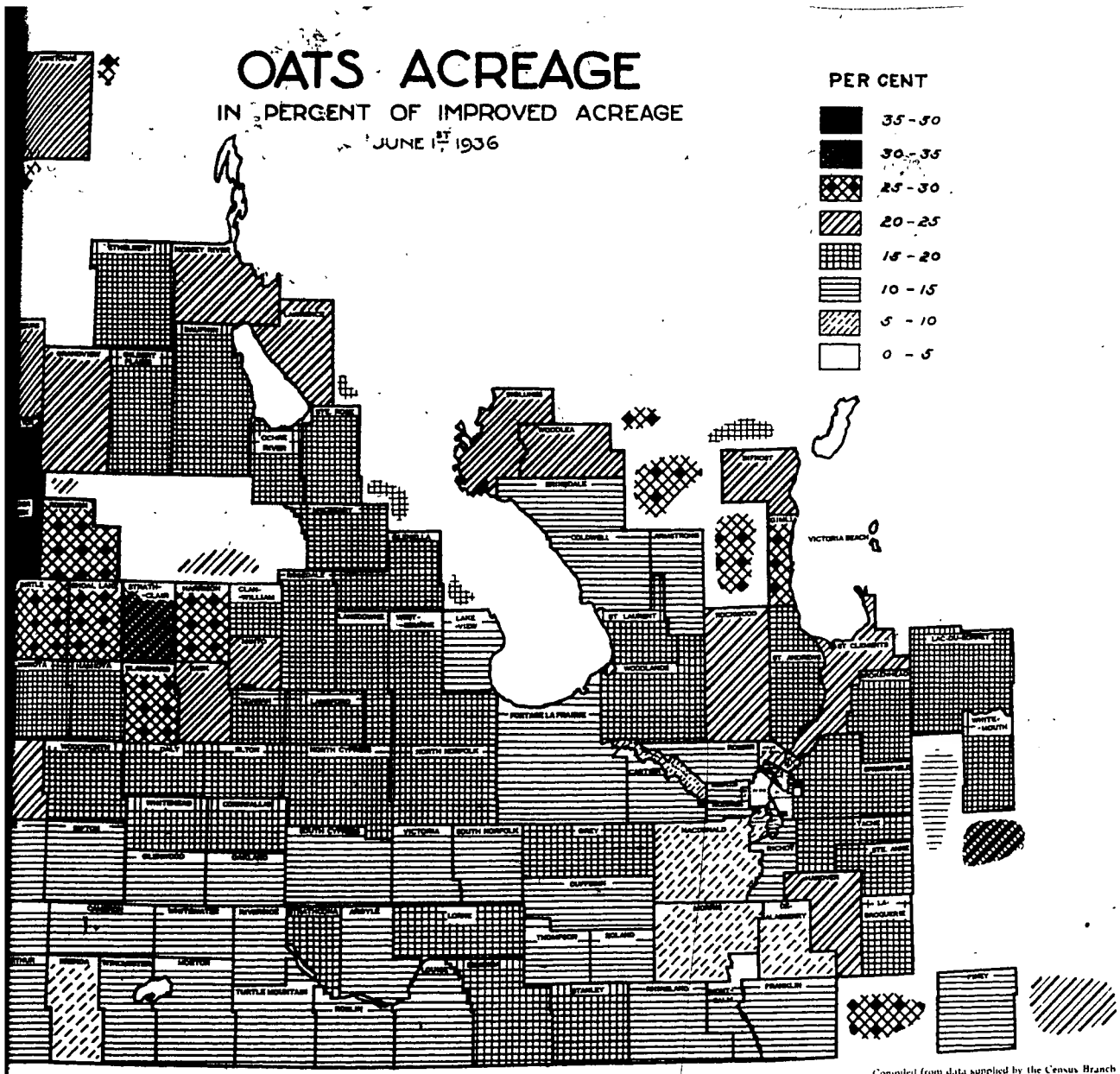
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 22



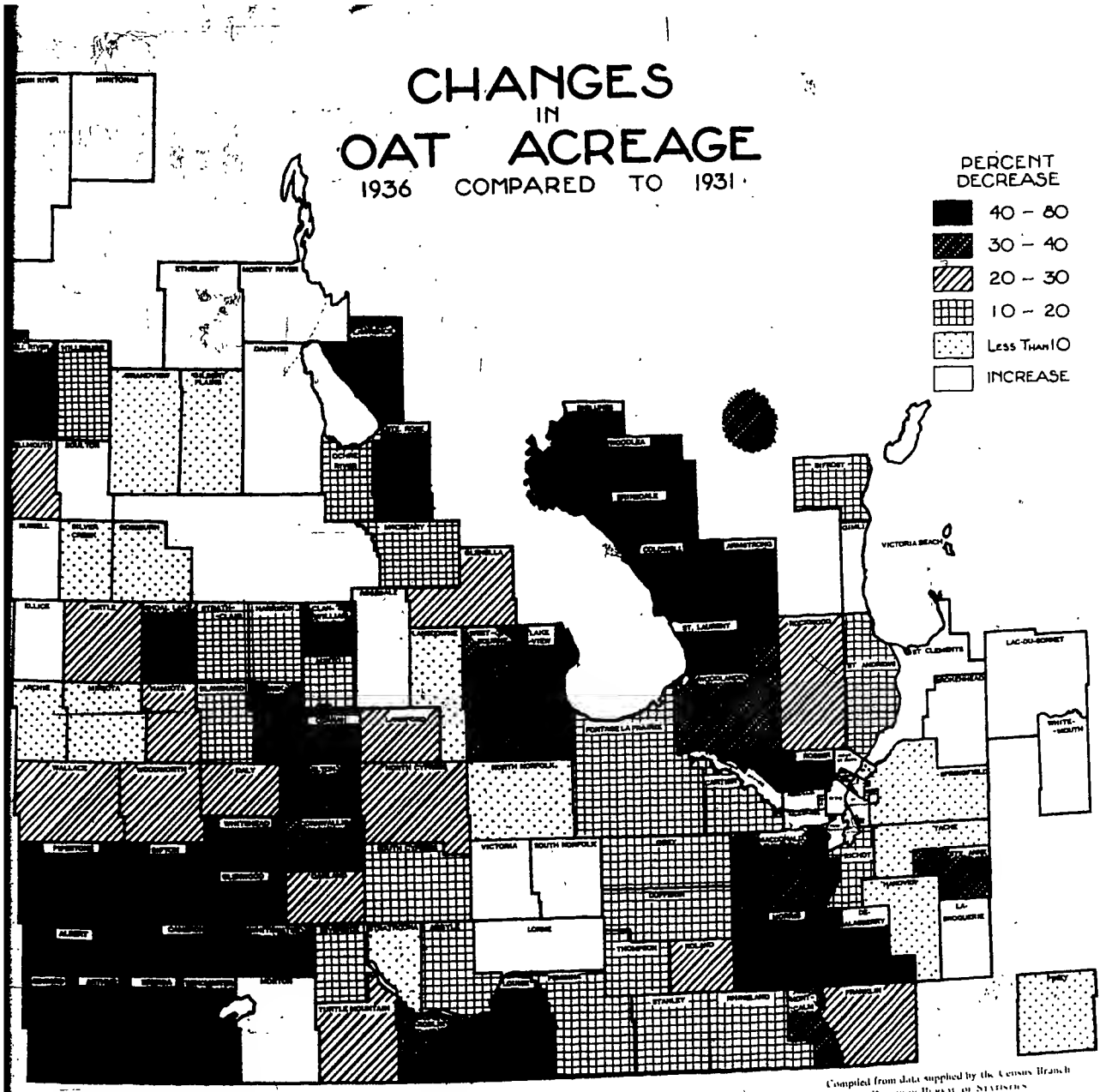
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 23



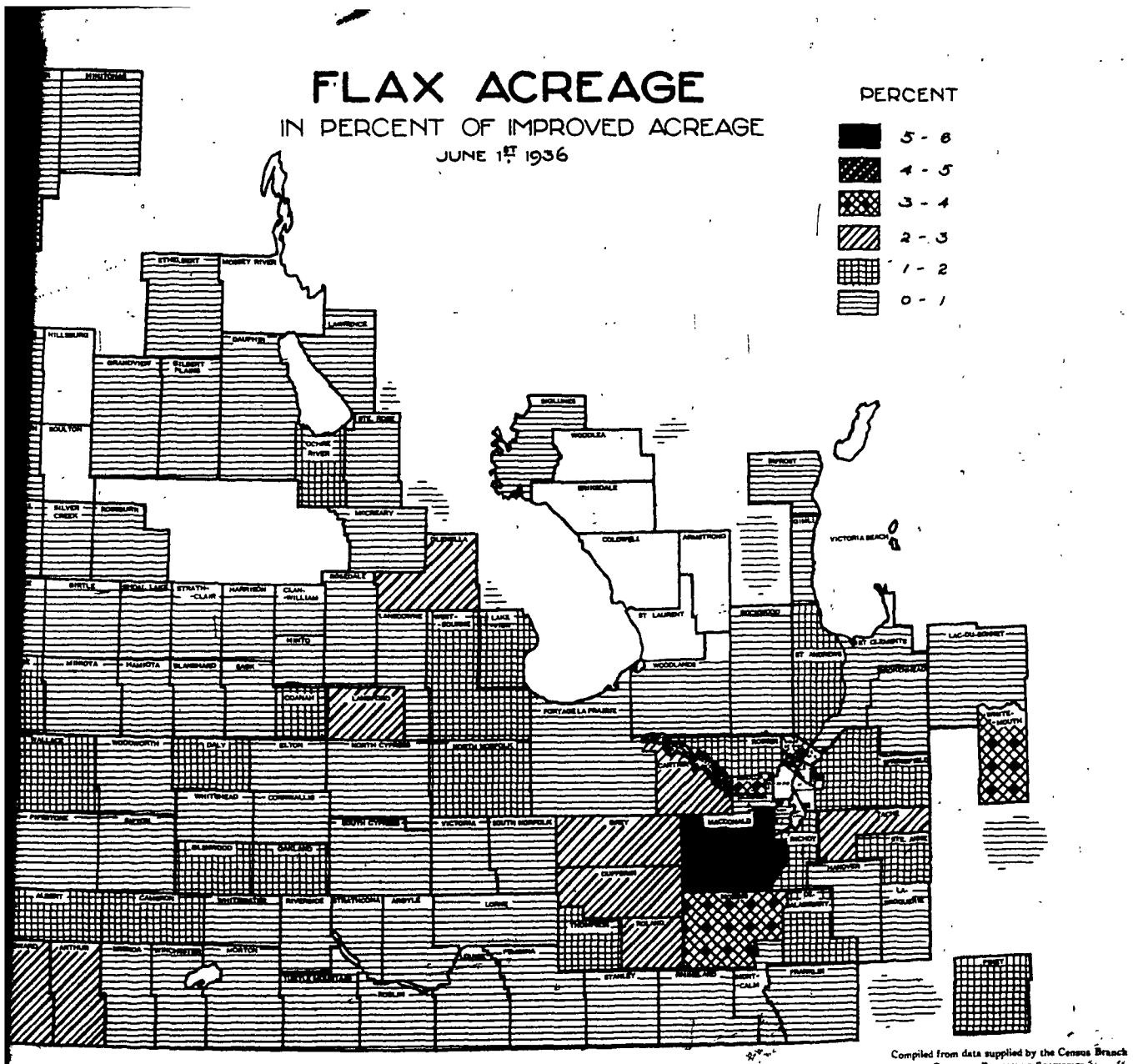
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 24



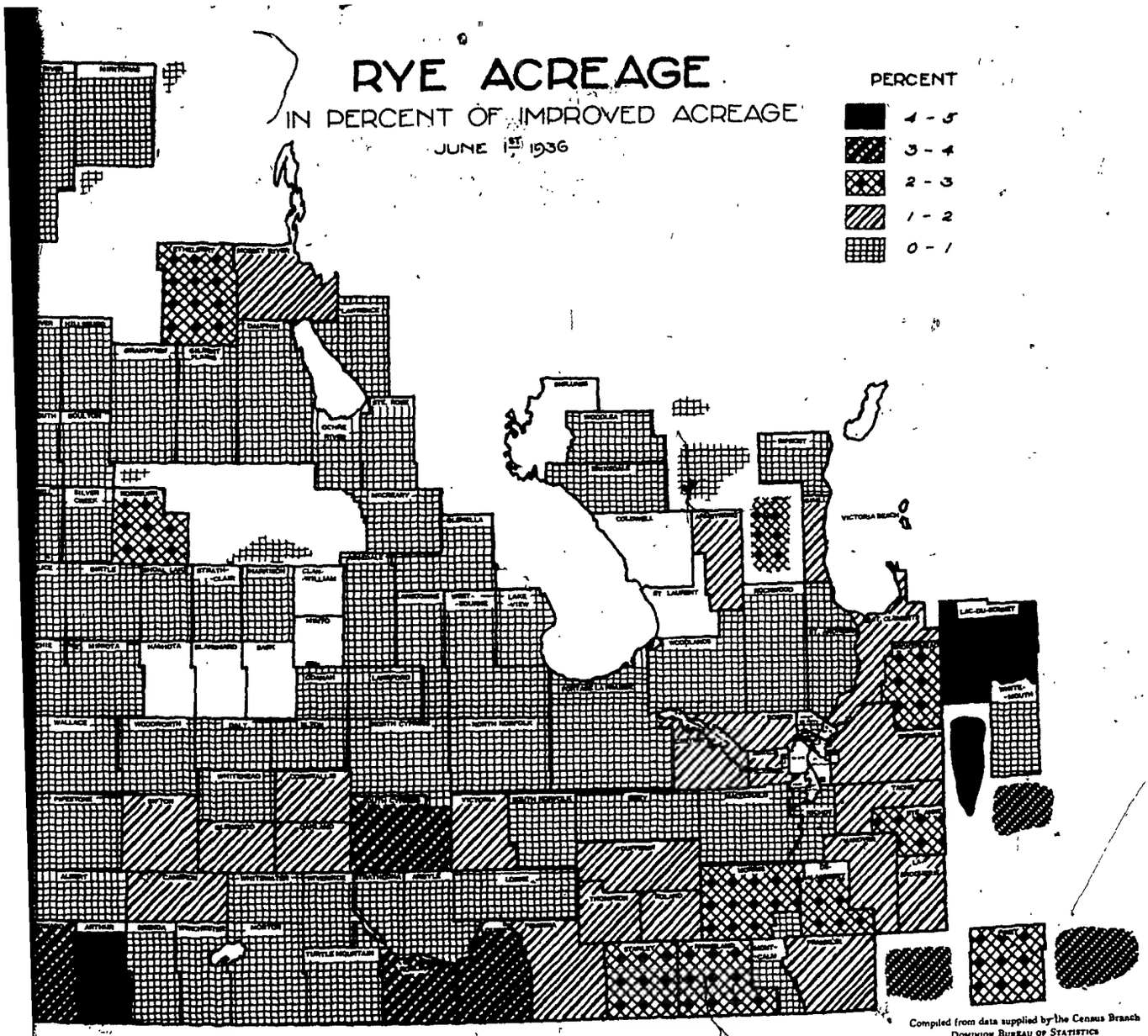
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 25



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 26



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 27

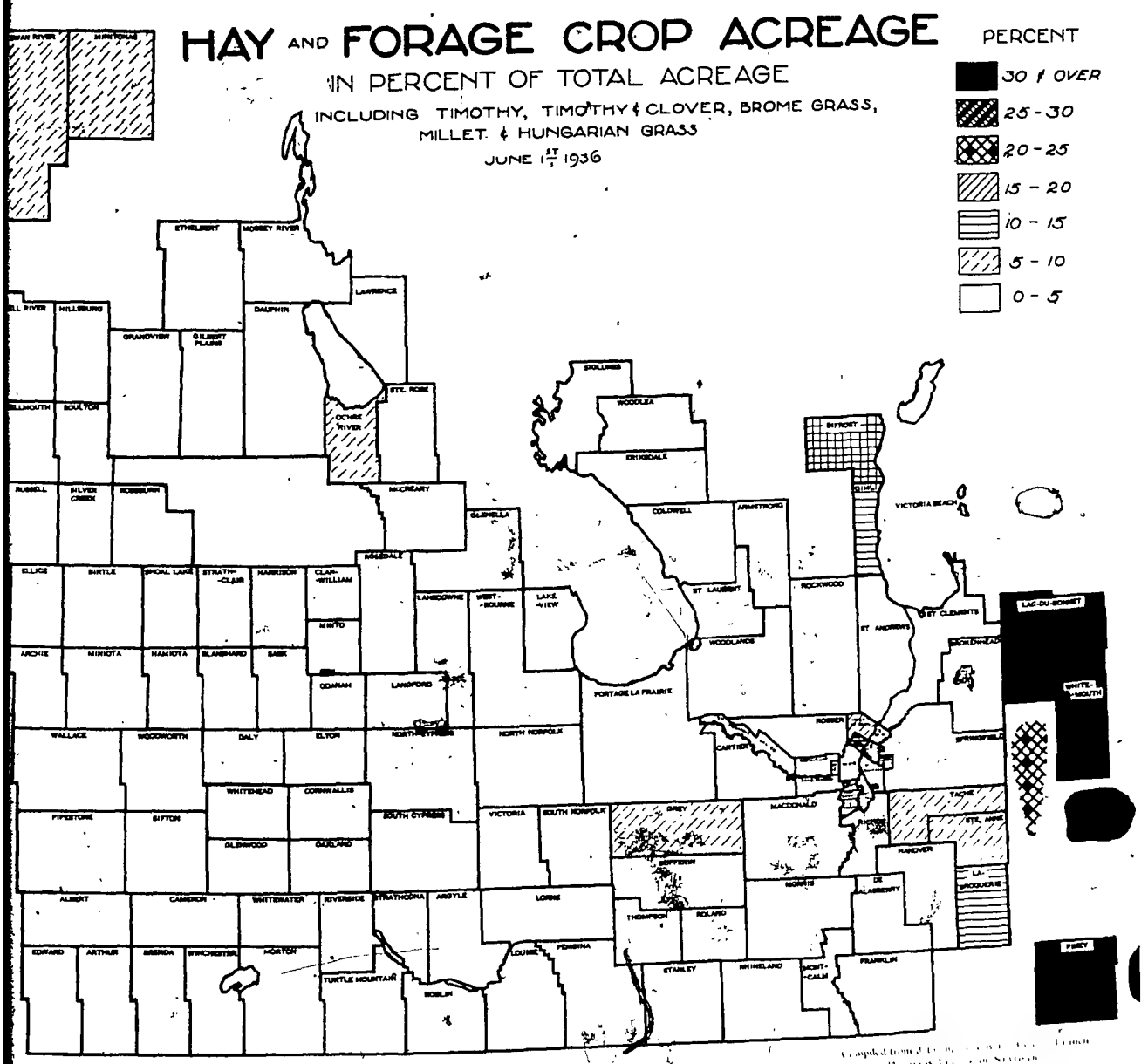
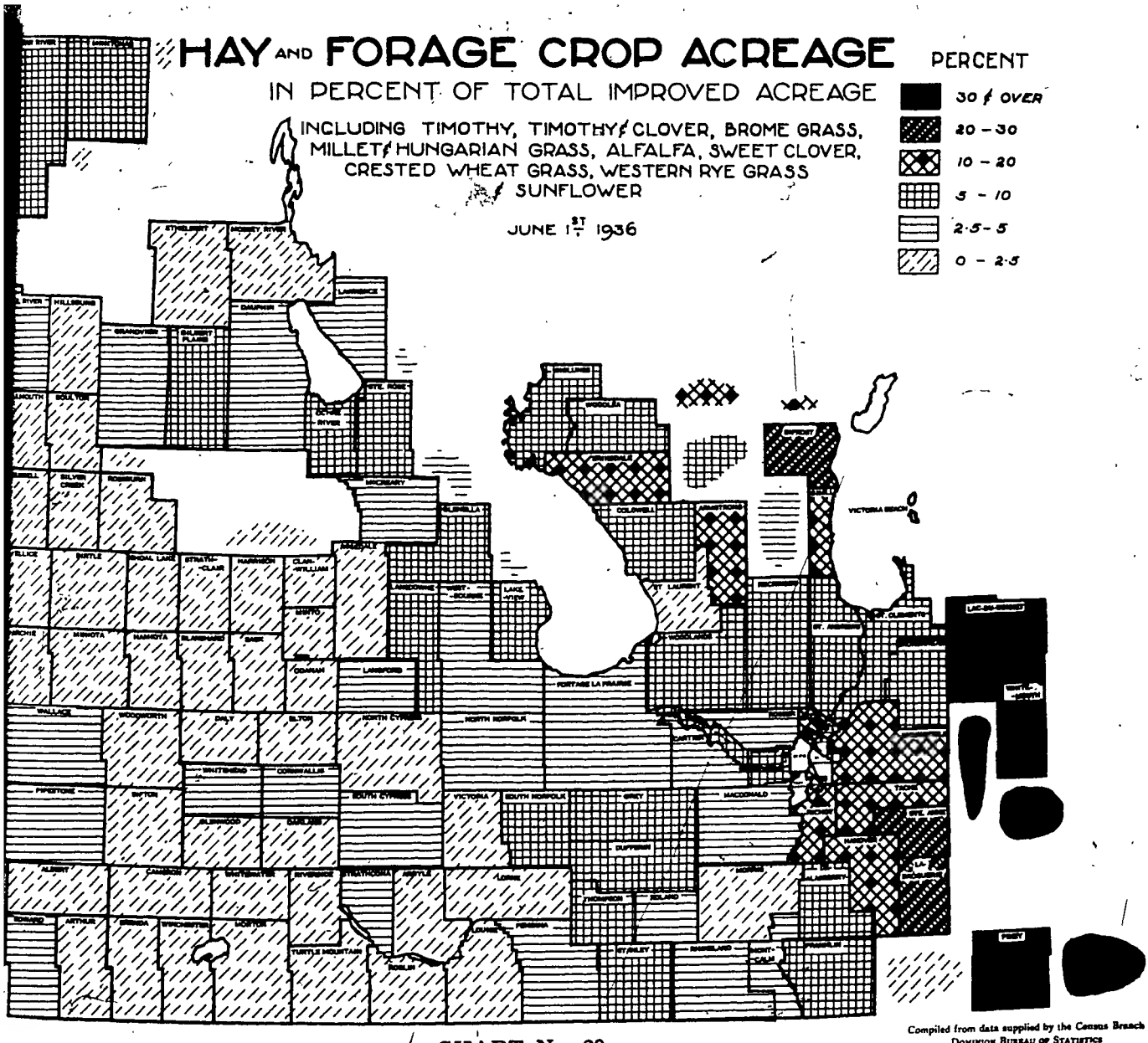
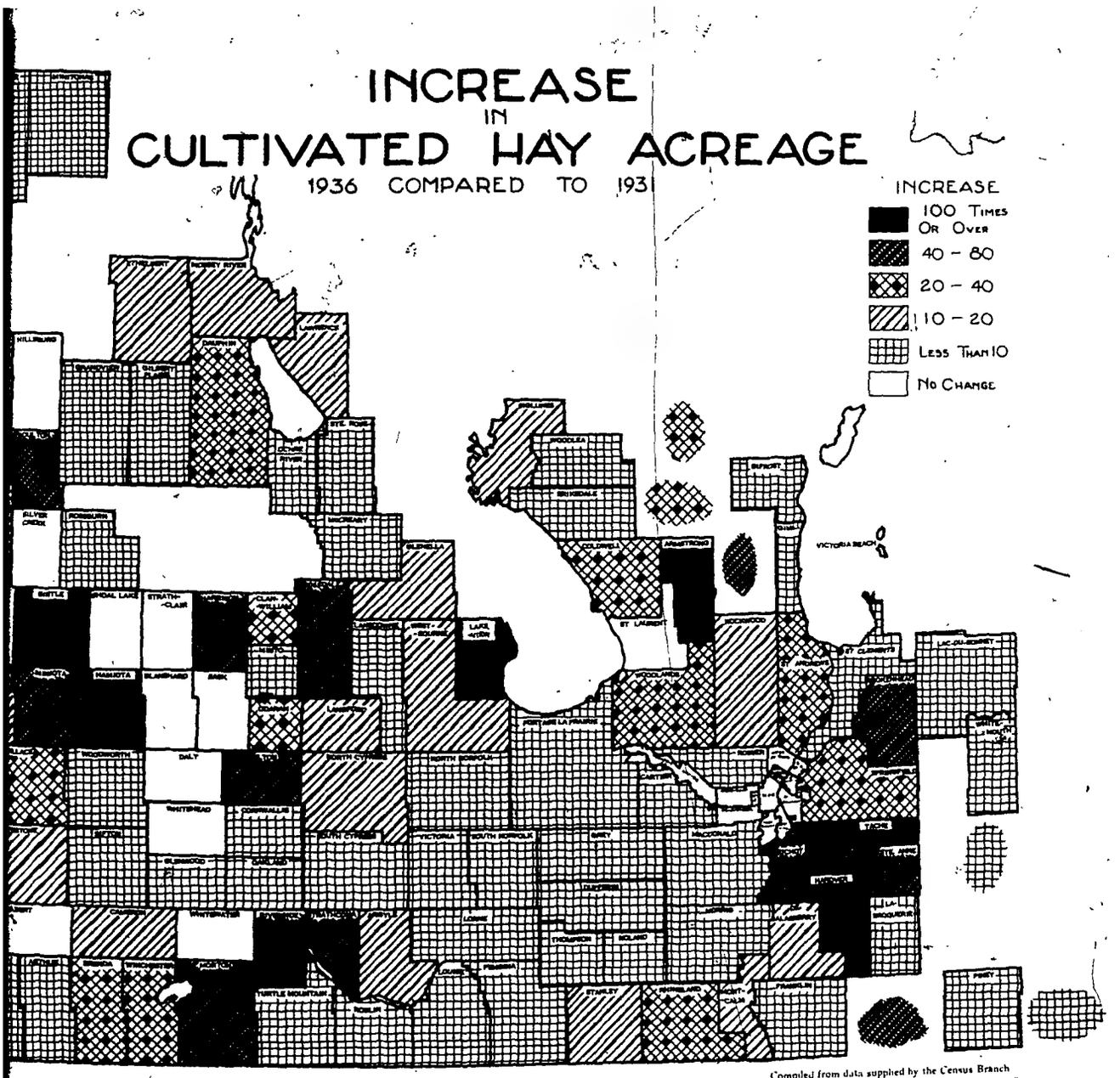

HAY AND FORAGE CROP ACREAGE
IN PERCENT OF TOTAL ACREAGE
INCLUDING TIMOTHY, TIMOTHY & CLOVER, BROME GRASS, MILLET & HUNGARIAN GRASS
JUNE 1ST 1936
PERCENT
30 & OVER
25 - 30
20 - 25
15 - 20
10 - 15
5 - 10
0 - 5
ETHELBERT
MOSSEY RIVER
LAWRENCE
DAUPHIN
GRANDVIEW
GILBERT PLAINS
ETE. ROSE
OCHRE RIVER
MCCREARY
SHOLDICE
WOODLEA
ERIKSDALE
BIFROST
GIMLI
VICTORIA BEACH
COLDWELL
ARMSTRONG
ST. LAURENT
ROCKWOOD
ST. ANDREWS
ST. CLEMENTS
LAC-DU-BONNET
WHITE-MOUTH
WOODLANDS
PORTAGE LA PRAIRIE
ROSSER
CARTIER
SPRINGFIELD
TACHE
ETE. ANNE
HANOVER
LA-BROQUERIE
DE LA-BERRY
MORRIS
ROLAND
THOMPSON
STANLEY
RHINELAND
MONT-CALM
FRANKLIN
PEMBINA
LOUISE
LORNE
ARGYLE
STRATHCONA
RIVERSIDE
WHITEWATER
CAMERON
ALBERT
MORTON
WINCHESTER
BRENDA
ARTHUR
EDWARD
TURTLE MOUNTAIN
MOBLIN
GREY
MACDONALD
VICTORIA
SOUTH NORFOLK
NORTH NORFOLK
SOUTH CYPRESS
WHITEHEAD
CORNWALLIS
GLENWOOD
OAKLAND
FIPESTONE
SIFTON
WALLACE
WOODWORTH
DALY
ELTON
ARCHIE
MINIOTA
HAMIOTA
BLANSHARD
SASK
ODARAM
LANGFORD
ELLICE
BIRTLE
SHOAL LAKE
STRATH-CLAIR
HARRISON
CLAR-WILLIAM
MINTO
LANSDOWNE
WEST-BOURNE
LAKE VIEW
MAKEDALE
GLENELLA
RUSSELL
SILVER CREEK
ROSSBURN
SILMOUTH
SOULTON
HILLSBURG
FISHER

CHART No. 28



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 29



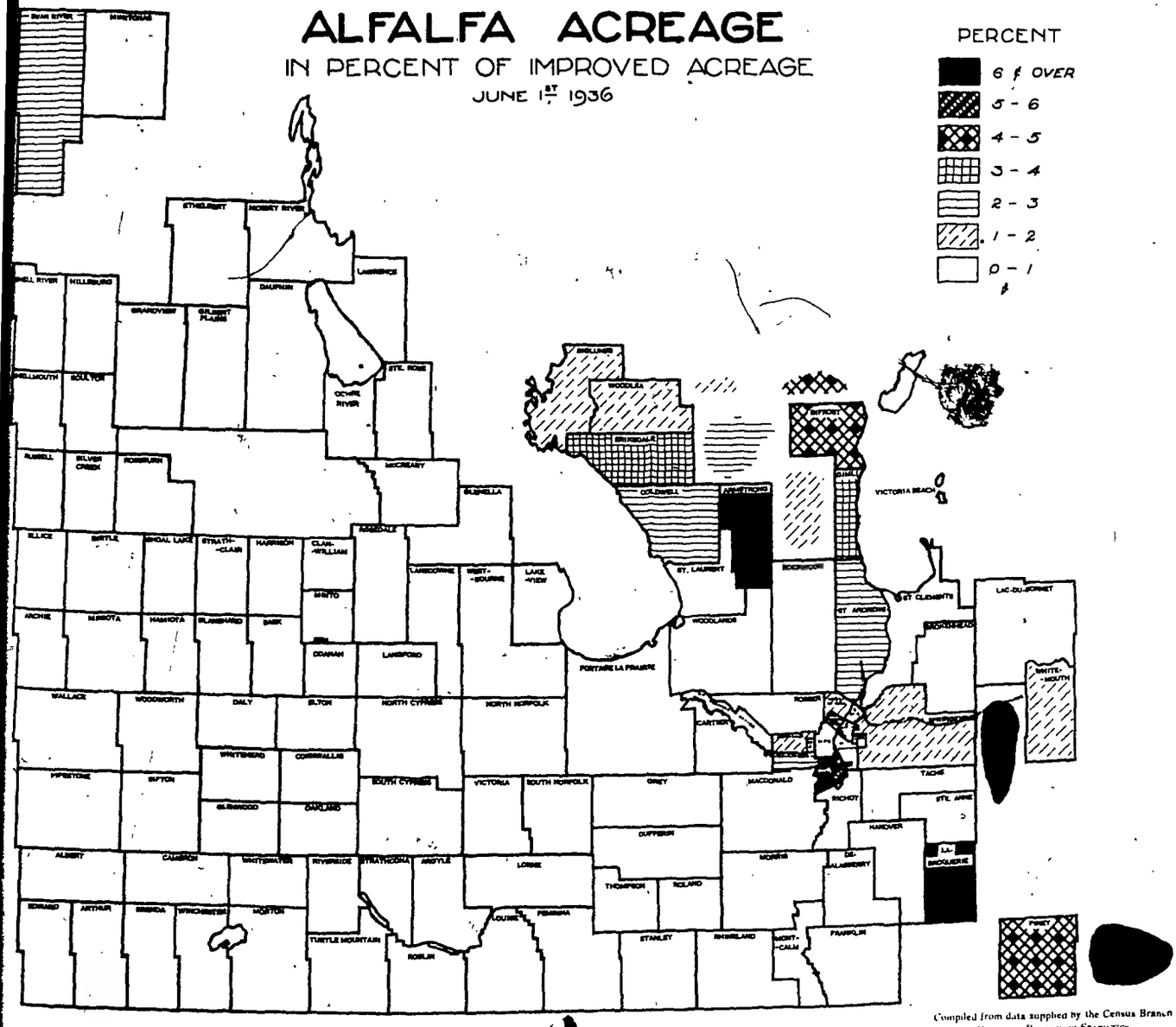
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 30

ALFALFA ACREAGE

IN PERCENT OF IMPROVED ACREAGE

JUNE 1st 1936



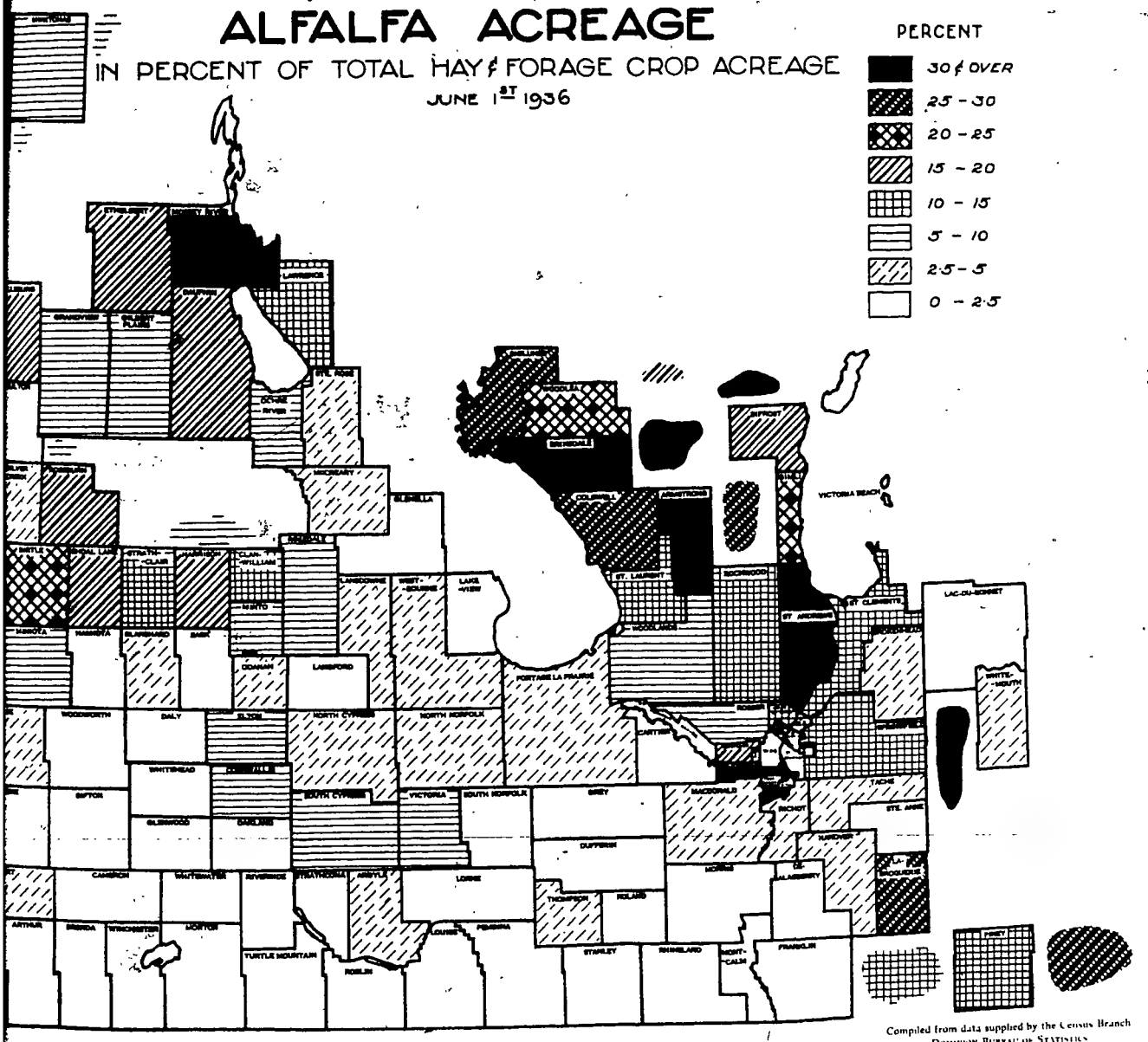
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 31

ALFALFA ACREAGE

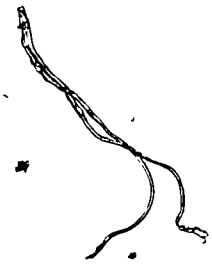
IN PERCENT OF TOTAL HAY & FORAGE CROP ACREAGE

JUNE 1ST 1936



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

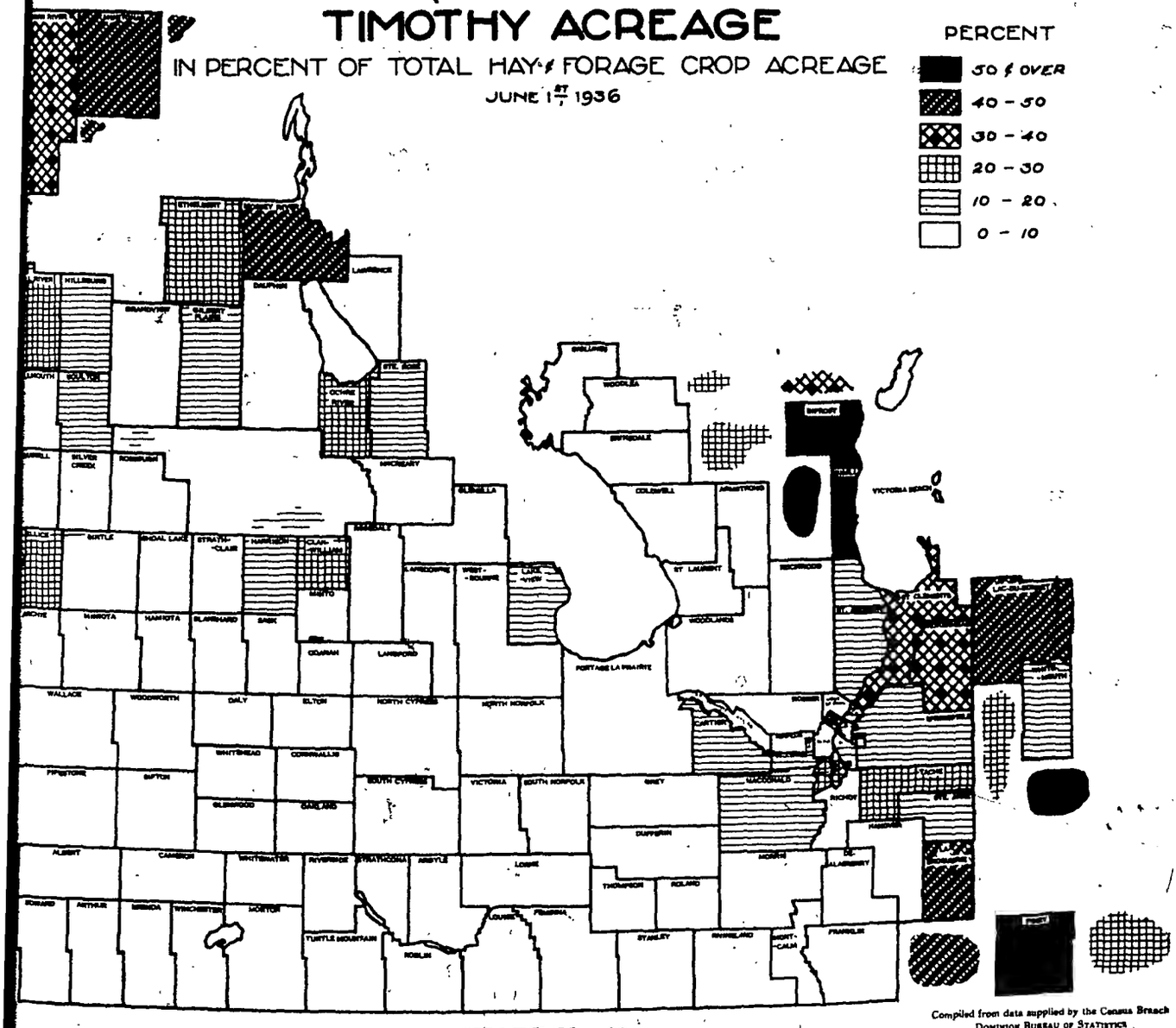
CHART No. 32



TIMOTHY ACREAGE

IN PERCENT OF TOTAL HAY & FORAGE CROP ACREAGE

JUNE 1ST 1936



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 33

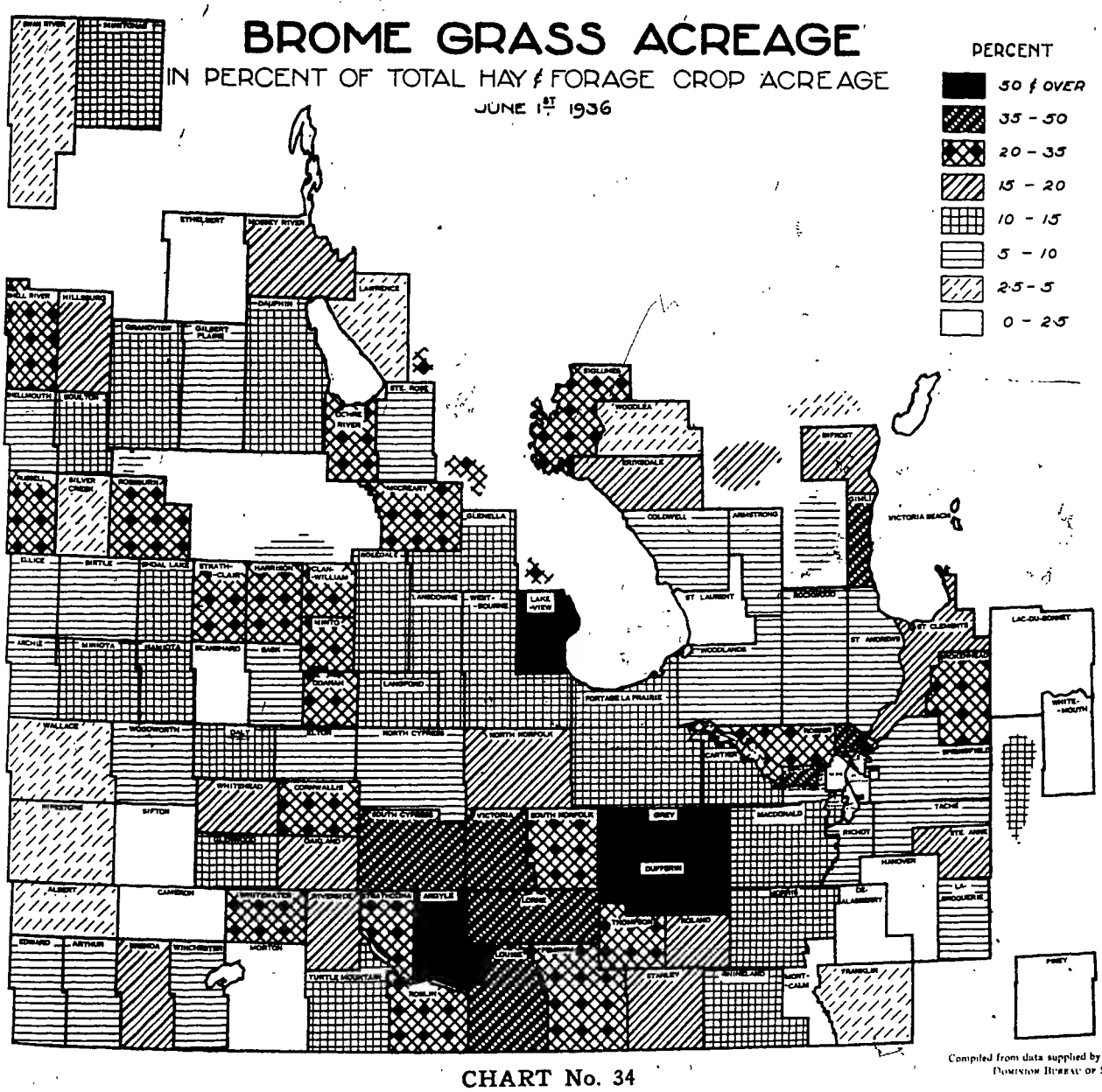


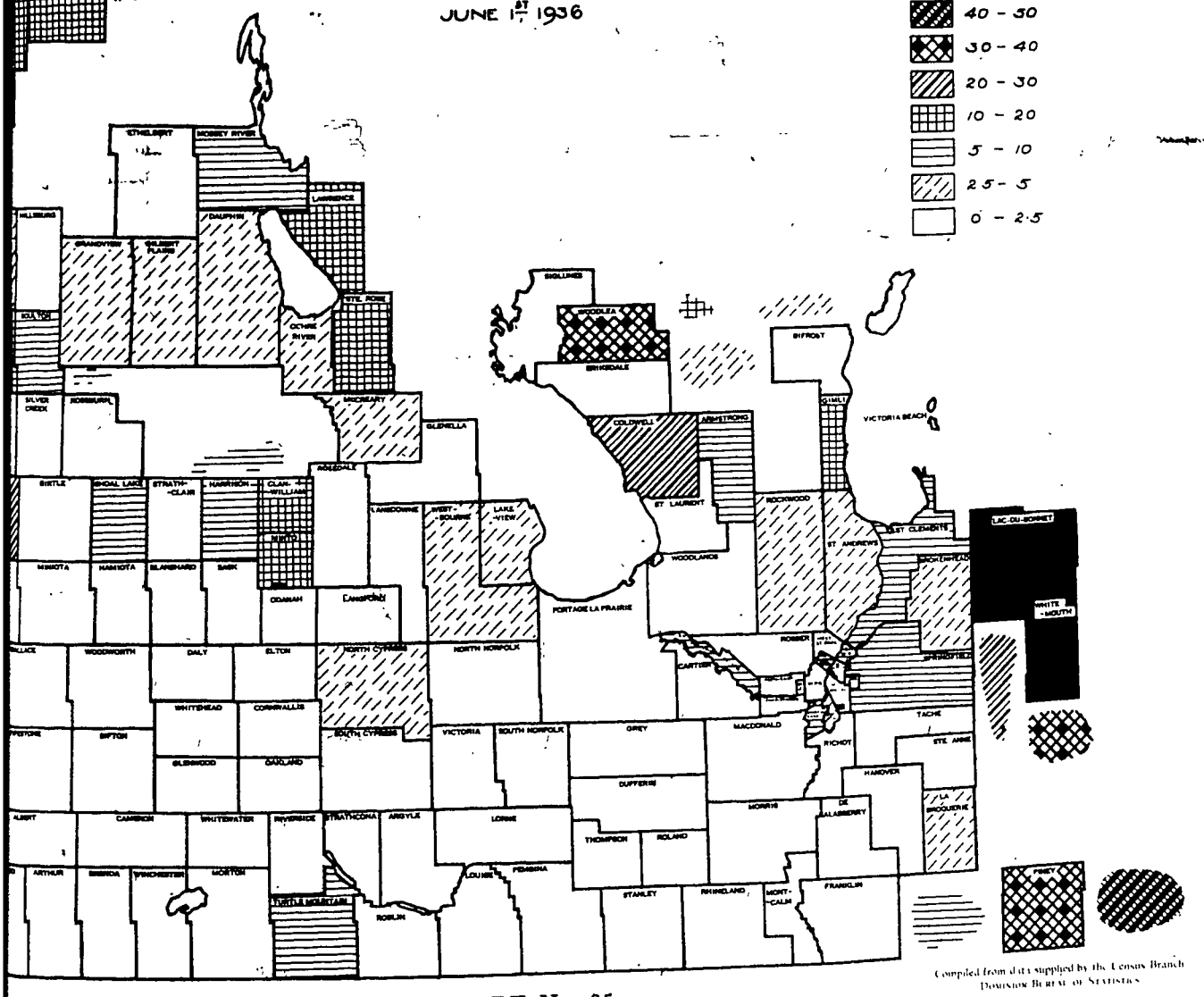
CHART No. 34

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

TIMOTHY AND CLOVER ACREAGE

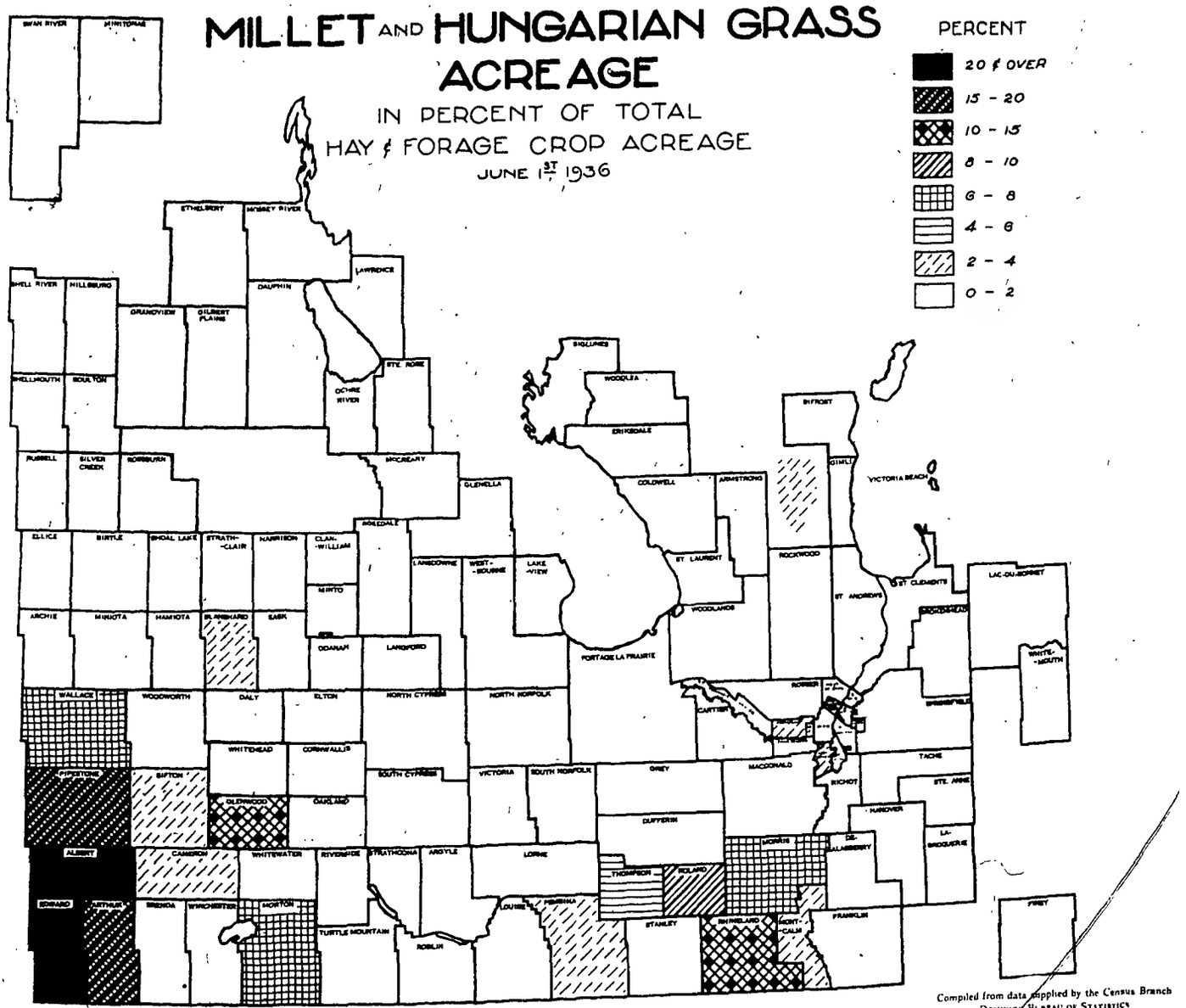
IN PERCENT OF TOTAL HAY & FORAGE CROP ACREAGE

JUNE 1ST 1936



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 35



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 36

AREAS OF FIELD CROPS

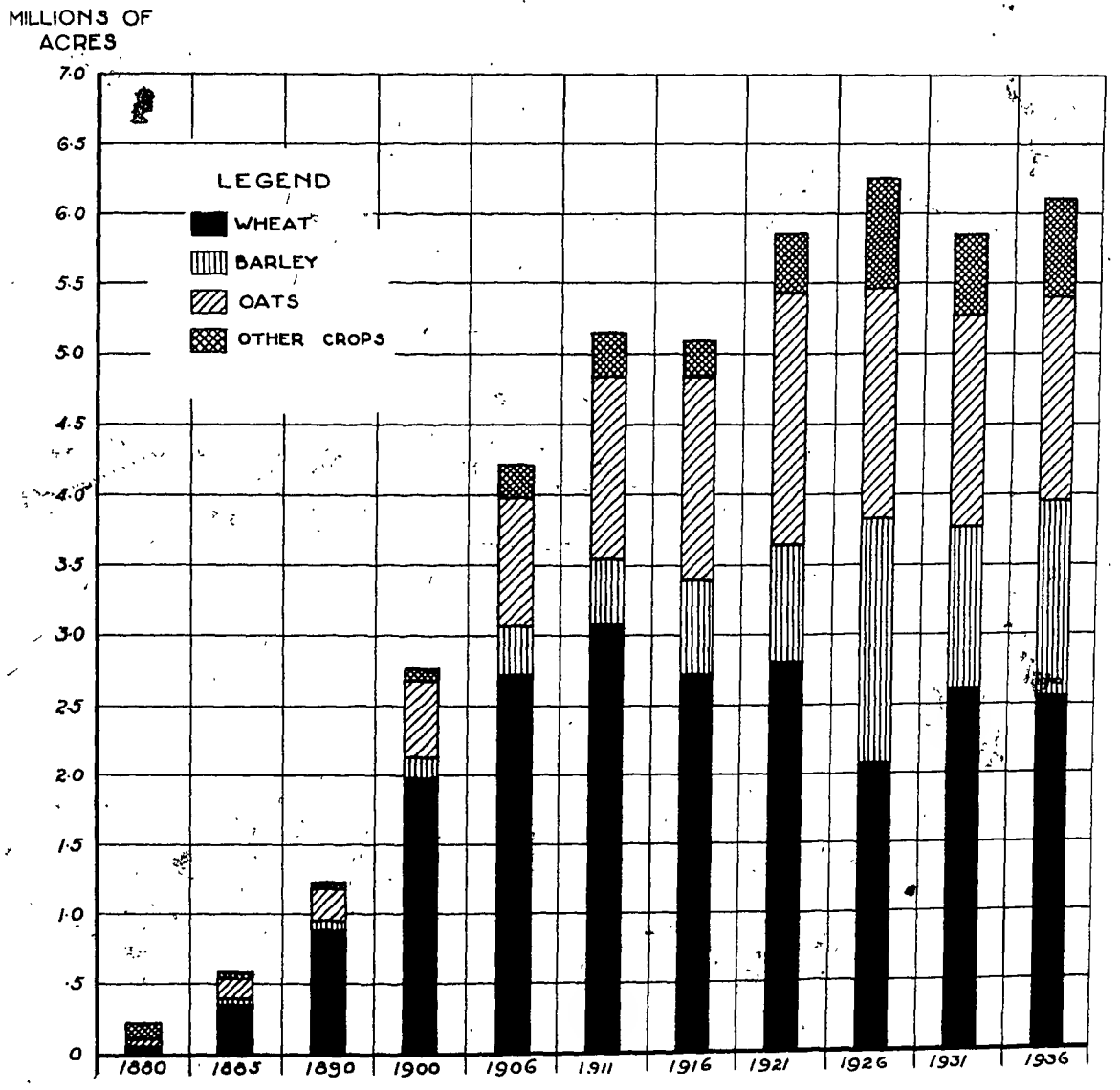


CHART No. 37

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

GOPHER INFESTATION

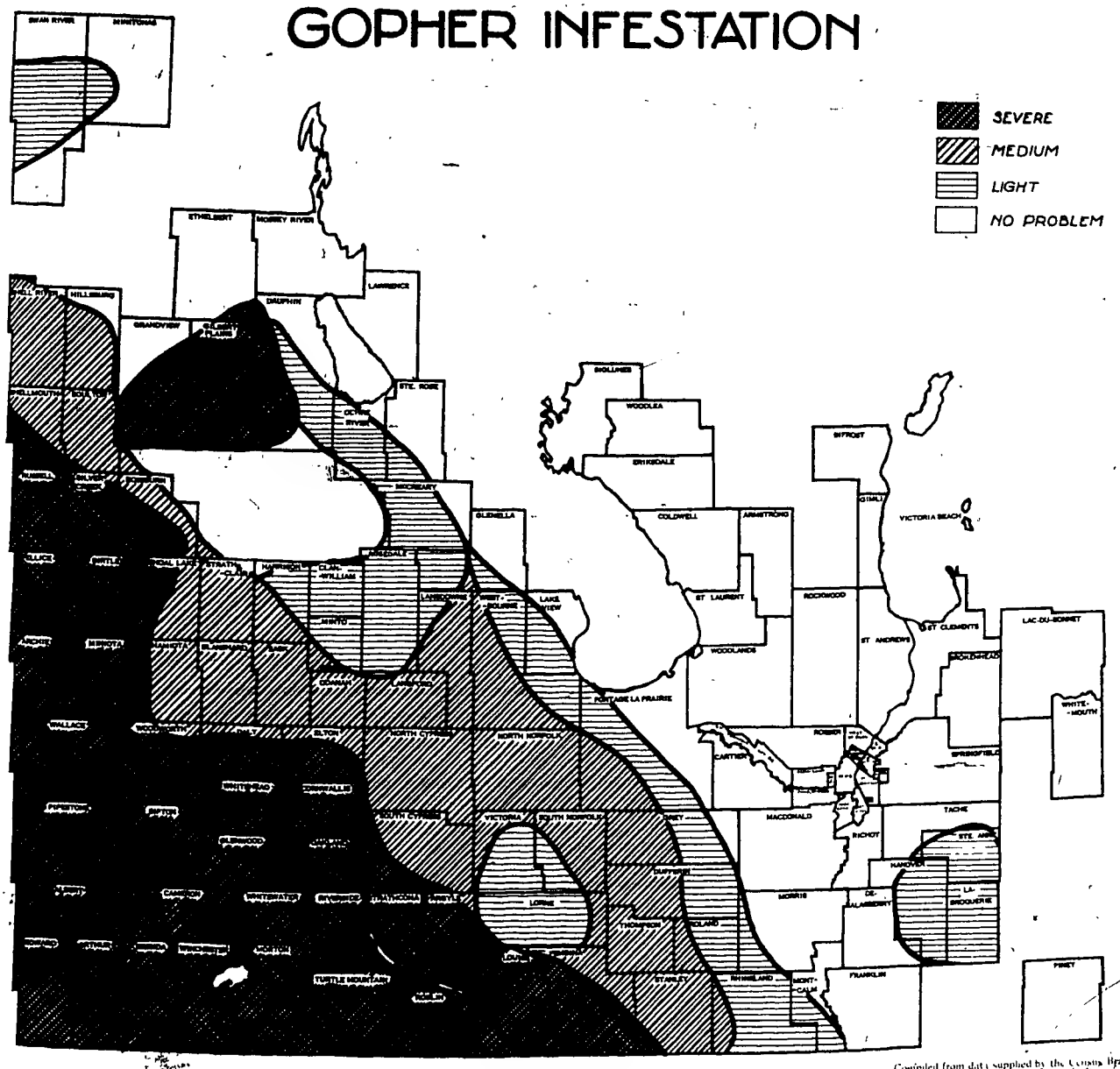


CHART No. 38

Compiled from data supplied by the Crops Branch, Dominion Bureau of Statistics.

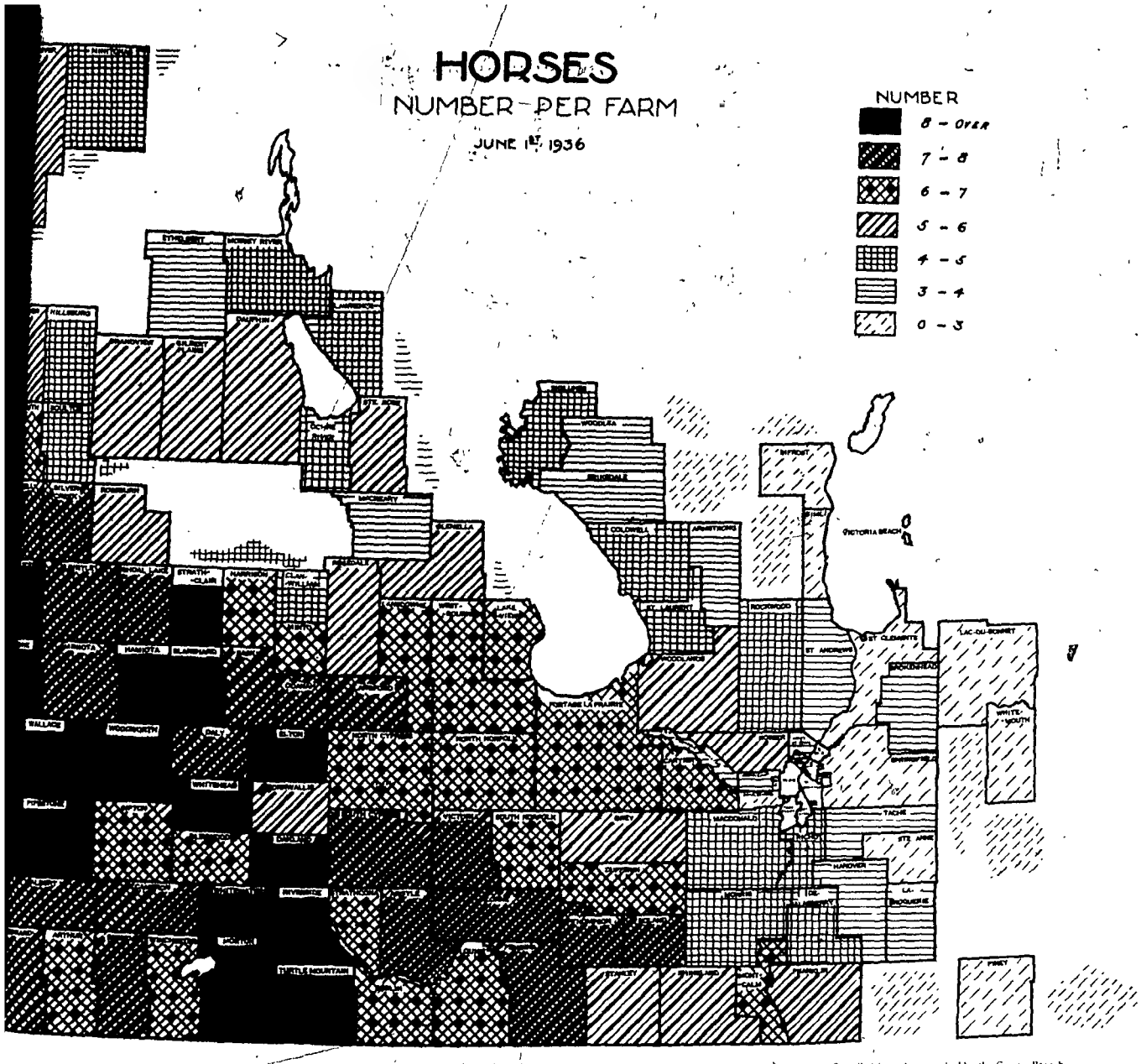


CHART No. 39

Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

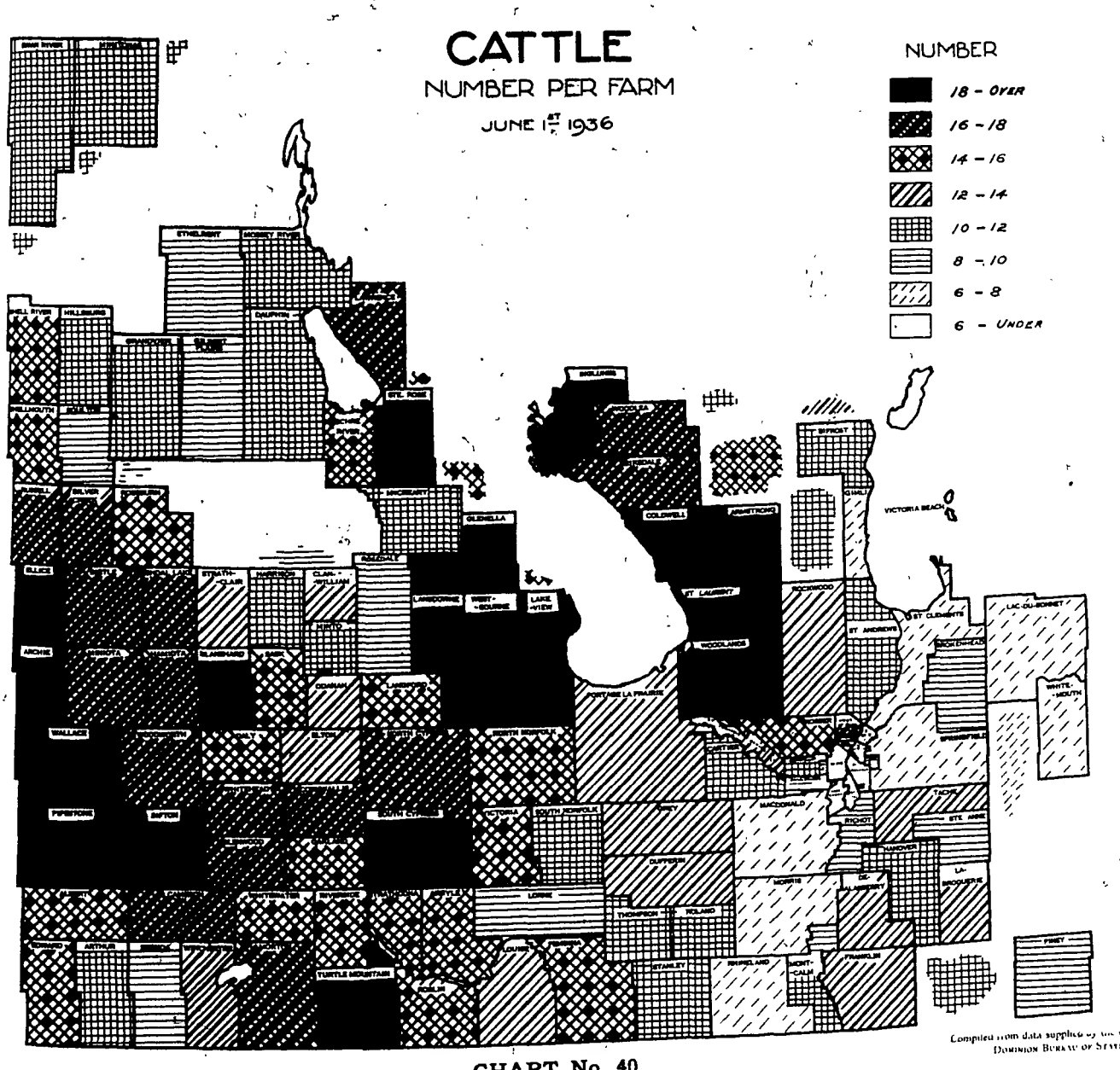
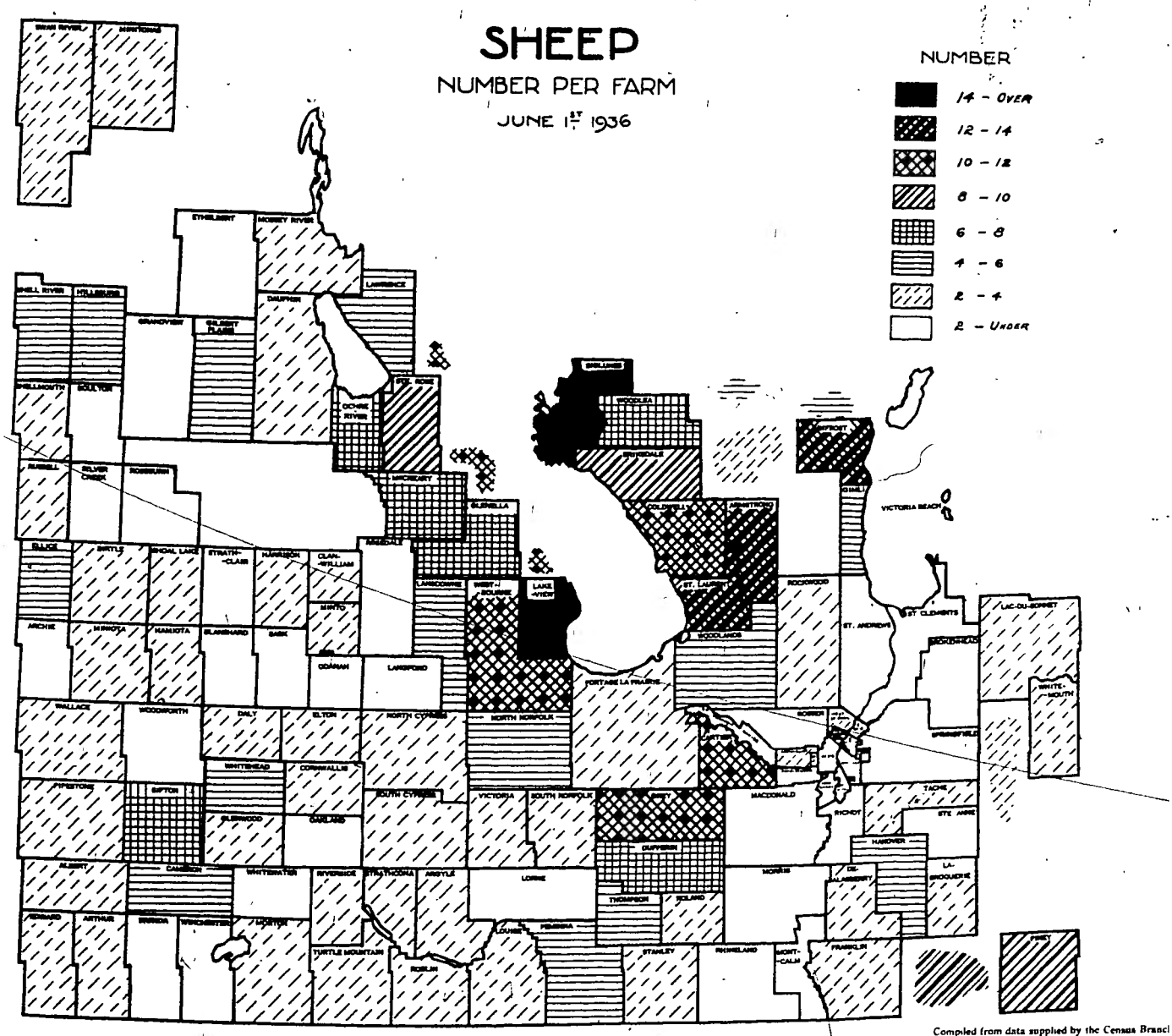
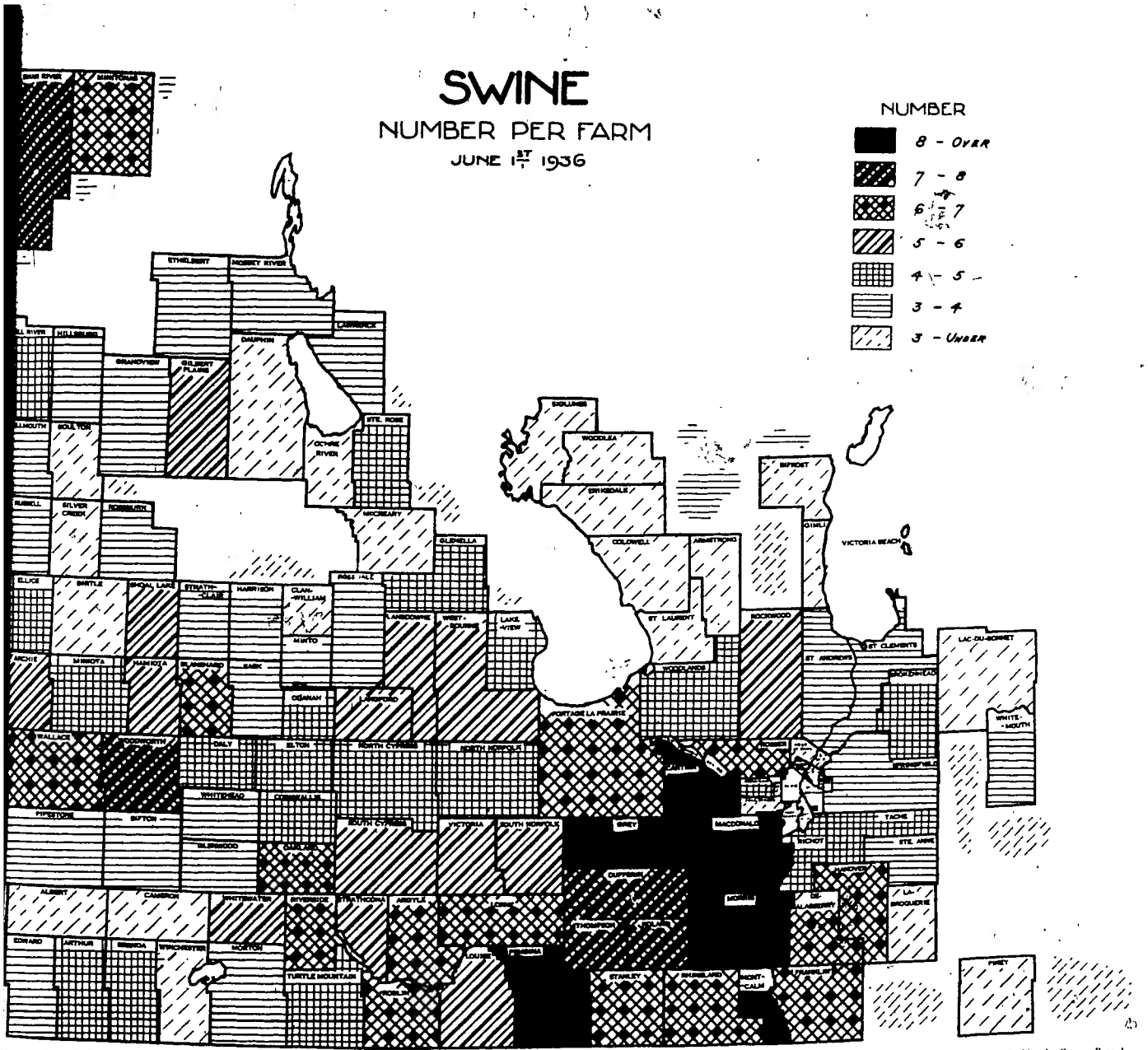

CATTLE
NUMBER PER FARM
JUNE 1ST 1936
NUMBER
18 - OVER
16 - 18
14 - 16
12 - 14
10 - 12
8 - 10
6 - 8
6 - UNDER
Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 40



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 41



Compiled from data supplied by the Census Branch
Dominion Bureau of Statistics

CHART No. 42